

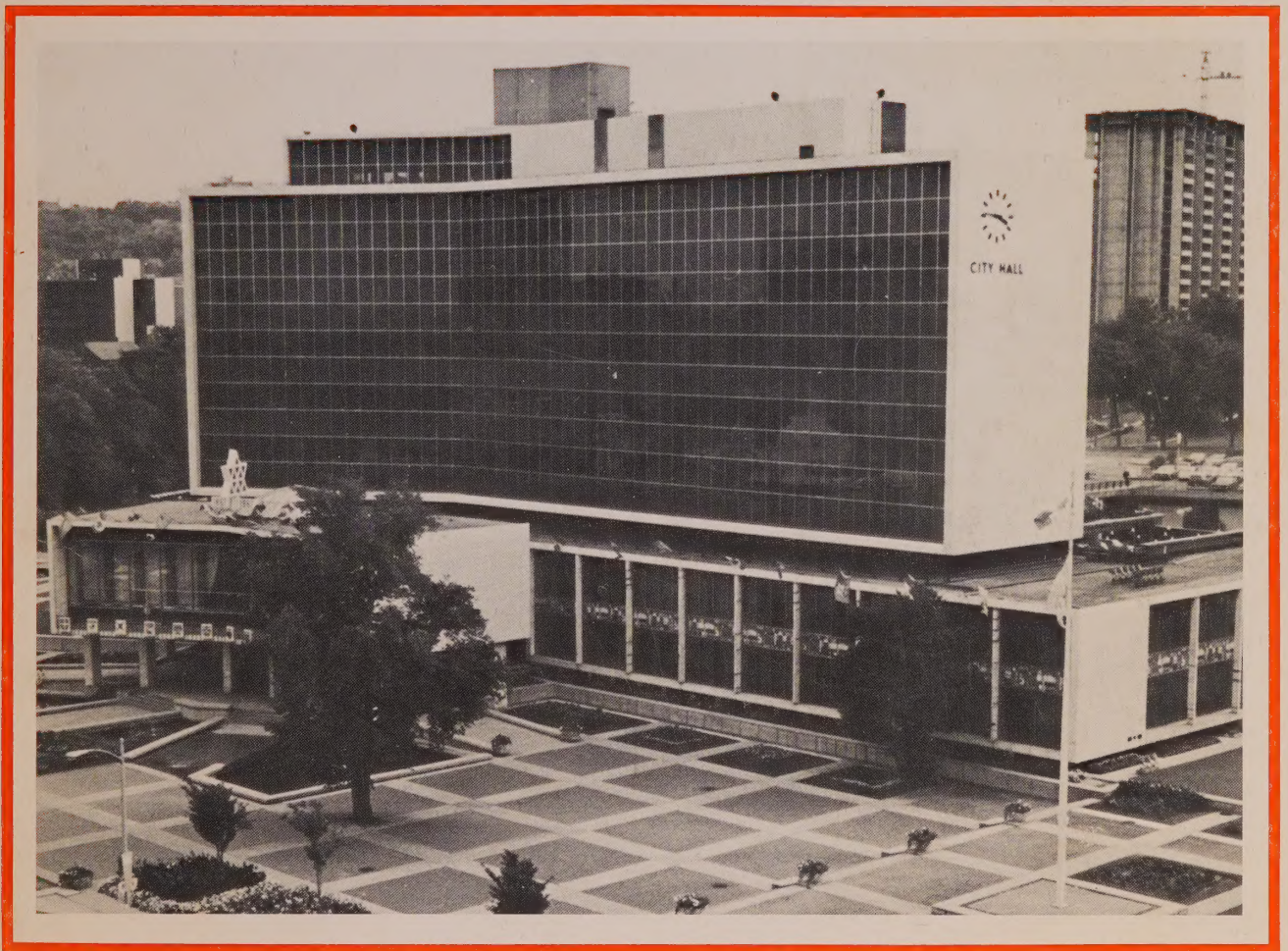
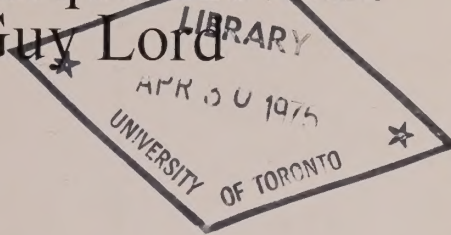
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Government
Publication

Profile: Hamilton-Wentworth

The political and administrative
structures of the metropolitan
region of Hamilton-Wentworth

André Bernard
Jacques Léveillé
Guy Lord



Ministry of State · Ministère d'État

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The political and administrative structures of the
metropolitan region of Hamilton-Wentworth

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by André Bernard, Jacques Léveillé
and Guy Lord
Special contribution by James
Dillane and Jean Dionne
Department of Political Science
University of Quebec at Montreal

Ottawa
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Minister of State
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Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan region of Hamilton-Wentworth, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier
Assistant Secretary



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Abstract

The Ontario Legislative Assembly established regional government in Hamilton in 1973.

The resulting metropolitan region of Hamilton-Wentworth led to significant changes in the political and administrative structures of member municipalities because of the redistribution of powers between member municipalities and the regional municipality.

Member municipalities and the regional municipality are closely linked through the structure of the regional council and its administrative services as well as through the regional municipality's assumption of certain responsibilities previously held by member municipalities.

The political and administrative structures of the metropolitan region of Hamilton-Wentworth are currently going through a stage of transition. Ultimately, member municipalities will adapt to the new political and administrative structures which will emerge at the regional level.

Acknowledgements

The authors wish to express their thanks to the members of the research team: Caroline Andrew, James Dillane, Robert-D. Metcalfe, Madeleine Rousseau, Charles Schmidt and Paul Singer.

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Introduction

The Hamilton area constitutes one of the ten largest urban centres of Canada. Its importance and influence make it worth while studying from various viewpoints. Recent changes in the political and administrative structures of the local and regional governments of this area give additional dimensions to a study of the City of Hamilton and of the Regional Municipality of Hamilton-Wentworth.

This monograph deals with the political and administrative structures of the City of Hamilton and of the Regional Municipality of Hamilton-Wentworth in two parts. Part I identifies the existing political and administrative structures of the City of Hamilton and of the newly formed Regional Municipality of Hamilton-Wentworth. Part II considers these structures, and provincial and federal structures where appropriate, with regard to their influence and impact on urban land use planning and urban transportation policy formation, in the Hamilton area.

This monograph should be considered in conjunction with two others: those dealing with the Ottawa-Hull urban area and with Metropolitan Toronto, both of which are part of the research project under which this study was conducted.

This monograph is based on such information as was available in February 1974.

I Political and administrative structures

This first part of the study is concerned with the description of the various structures (councils, committees, boards, commissions, departments, divisions, etc.) which constitute the local and regional governments of the Hamilton area.

One section deals with such structures for the Regional Municipality of Hamilton-Wentworth while the other deals with those which are found in the City of Hamilton organization.

A The Regional Municipality of Hamilton-Wentworth

1 General information

1.1 Historical background

On August 29th, 1967, the Minister of Municipal Affairs of Ontario appointed a three-member Commission to study various forms of regional government with which to regroup local governments in the Hamilton area.

The Hamilton-Burlington-Wentworth Local Government Review Commission (known as the Steele Commission) had the following terms of reference:

To inquire into and report upon:

- a) the structure, organization, financing and methods of operations of all the municipalities and their local boards in the region composed of the County of Wentworth and the Town of Burlington, including the City of Hamilton and the County of Wentworth administration;
- b) the anticipated future development of the region which may require a revision and improvement in the present system of local government, future changes in boundaries and planned extension of services;
- c) a review of the economic, social, geographic and cultural factors of the proposed region and the effect upon the inter-relationships of the municipalities and people therein.
- d) an analysis of the financial effects of a regional government;
- e) any other matter relating to the structure of local government in the area.

The Commission submitted its report and recommendations to the Minister of Municipal Affairs in November 1969. These recommendations provided for the establishment of a two-tier system of regional government composed of the City of Hamilton, the municipalities of the County of Wentworth and the Town of Burlington.

After representations were made by the municipalities involved, the Ministry of Treasury, Economics and Intergovernmental Affairs released in January, 1973, a document entitled "Proposals for Local Government Reform in the Area West of Metropolitan Toronto". This document contained a proposition for the creation of a two-tier municipality in each of the Counties of Peel and Halton (the latter absorbing the Town of Burlington). The proposal also recommended the creation of a regional municipality in the Hamilton-Wentworth area. Diverging from the Steele report, the proposal excluded the Town of Burlington from the territory to be covered by the Regional Municipality of Hamilton-Wentworth and asked local leaders and residents to consider two alternative systems, a single-tier or a two-tier regional municipality.

As a result of this, the Legislative Assembly of Ontario, on June 22, 1973, adopted Bill 155 entitled "An Act to establish the Regional Municipality of Hamilton-Wentworth". Effective January the 1st, 1974, a two-tier regional government was to be created in the Hamilton-Wentworth area.

1.2 Population

The total estimated population of the new regional municipality is 396,663, based on 1971 population statistics.

The populations of area municipalities are:

Hamilton	:	303,177
Stoney Creek	:	28,360
Glanbrook	:	21,874
Dundas	:	18,640
Ancaster	:	14,632
Flamborough	:	9,980

1.3 Area

The regional municipality covers an area of approximately 429 square miles.

The area municipalities cover the following territory:

Municipality	Square miles
Hamilton :	54.4
Stoney Creek :	37.4
Flamborough :	183.0
Dundas :	10.6
Ancaster :	67.0
Glanbrook :	77.0

(See Figure 1 for a map of the Regional Municipality)

1.4 Regulating legislation

The Regional Municipality of Hamilton-Wentworth Act, 1973 Statutes of Ontario, Chapt. 74 (Bill 155).

1.5 Area municipalities

The area now under the jurisdiction of the regional municipality is identical to the area previously administered by both the County of Wentworth and the City of Hamilton.

Internal boundaries and municipal organizations within the County of Wentworth have been substantially altered. However, the City of Hamilton has retained its previous area and political structures. In addition, the Corporation of the County of Wentworth and the Police Villages of Ancaster, Freelton and Lynden have been dissolved.

The three School Boards having responsibility in the area (the Board of Education for the City of Hamilton, the Wentworth County Roman Catholic Separate School Board and the Wentworth County Board of Education) have not been affected by the municipal reorganization of January 1st, 1974.

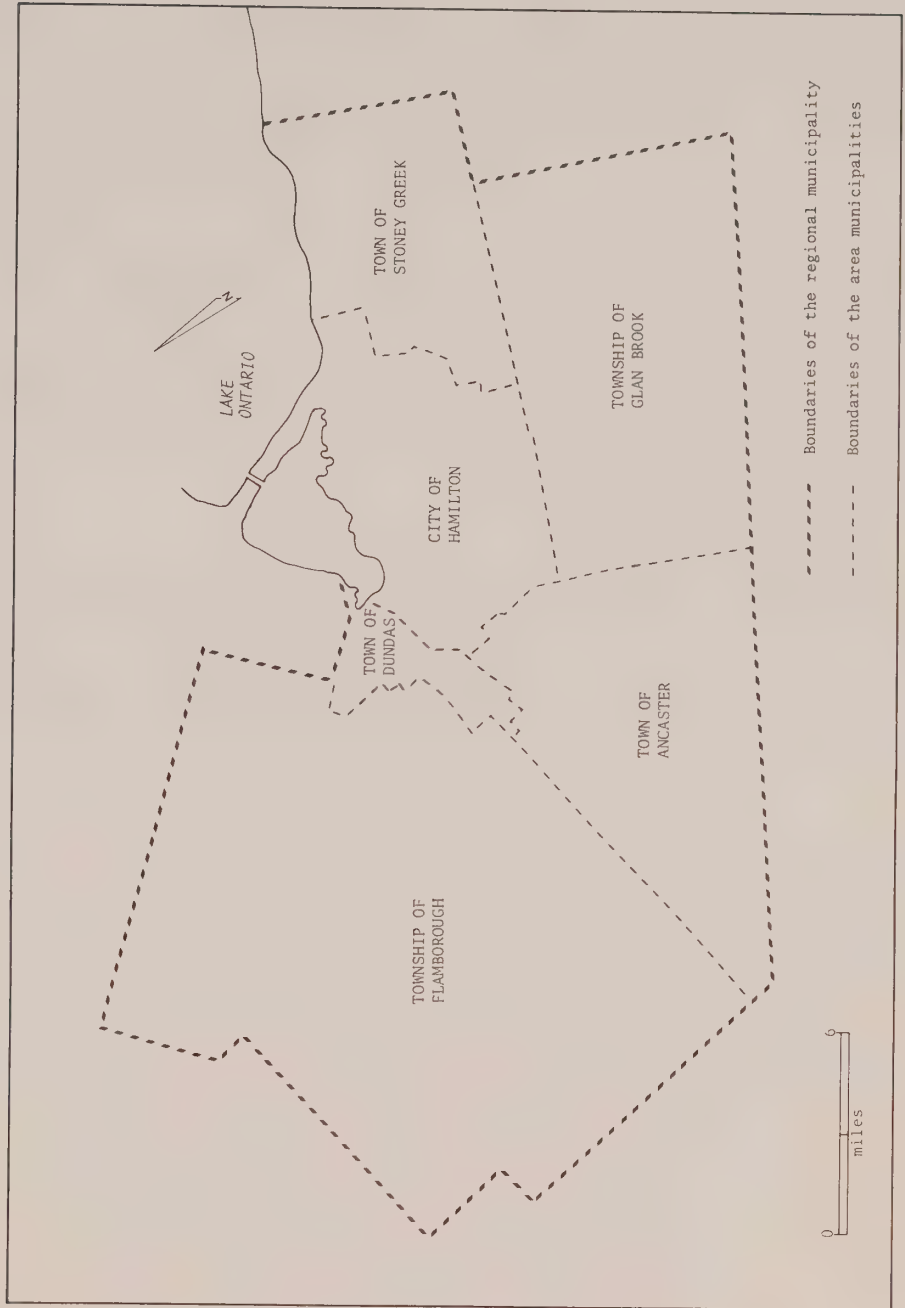


FIGURE 1 MAP OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

1.5.1 The Town of Dundas

The Town of Dundas is continued as a town and portions of the Township of Ancaster and the Township of West Flamborough are annexed to Dundas.

The new Council of Dundas is composed of a Mayor, one Regional Councillor and seven Councillors elected at large (9 members).

1.5.2 The Town of Stoney Creek

The creation of this new town is the result of the amalgamation of the Town of Stoney Creek and the Township of Saltfleet.

The new Council of Stoney Creek is composed of a Mayor and a Regional Councillor elected at large and 11 aldermen elected by wards (13 members).

1.5.3 The Town of Ancaster

The former Township of Ancaster, less the portion annexed to the Town of Dundas, is now the Town of Ancaster.

Its Council is composed of a Mayor and a Regional Councillor elected at large and five aldermen elected by wards (7 members).

1.5.4 The Township of Flamborough

The Township of Flamborough was created by the amalgamation of the Township of East Flamborough and the Village of Waterdown. The new Township of Flamborough had annexed to it the Township of Beverly and that portion of the Township of West Flamborough not annexed to the new Town of Dundas.

It should be noted that East Flamborough and Waterdown were not included in the territory suggested for the regional municipality in the proposal of the Ministry of Treasury, Economics and Intergovernmental Affairs (T.E.I.G.A.) of January, 1973.

The Council of the Township of Flamborough is composed of a Mayor and a Regional Councillor elected at large and nine Councillors elected by wards (11 members).

1.5.5 The Township of Glanbrook

The creation of Glanbrook is the result of the amalgamation of the Townships of Binbrook and Glandford.

The Council is composed of a Mayor elected at large and six Councillors elected by wards (7 members).

2 Political structures

2.1 General structure

The Regional Municipality of Hamilton-Wentworth represents the upper-tier of a two-tier system of government. As described previously, six area municipalities (the City of Hamilton, the three Towns of Dundas, Stoney Creek and Ancaster and the two Townships of Flamborough and Glanbrook) compose the lower-tier.

The political structure retained is a Council-Committee-Chief-Administrative-Officer system of government with a provincially appointed chairman.

2.2 Regional Council

2.2.1 Composition

The Council is composed of 27 representatives from the six area municipalities and a chairman:

- from Hamilton: the Mayor, the four controllers and 12 aldermen chosen by the Council for a total of 17;
- from the five other area municipalities: two delegates each, the Mayor and one Councillor. In Stoney Creek, Dundas, Flamborough and Ancaster, one member of the Council, in addition to the Mayor, is elected at large and sits on Regional Council, while in Glanbrook, the second representative is chosen by the local Council from among its members. (See Table 1 for a list of members of the Regional Council).

The first term of office of the members of the Regional Council extends from the 1st of October, 1973 to December 31st, 1976.

The second and following terms of office will be two years, as provided in the Municipal Election Act, commencing January 1st, 1977.

Table 1 Regional Council Members, February 1974

Chairman	Mrs. Anne H. Jones
Ancaster	
Mayor	Ann Sloat
Regional Councillor	John Cauley
Dundas	
Mayor	Hugh M. Everett
Regional Councillor	John Southall
Flamborough	
Mayor	J. Kenneth Harper
Regional Councillor	Ivan J. Goodbrand
Glanbrook	
Mayor	John Hyslop
Regional Councillor	Fred Campbell
Hamilton	
Mayor	Victor K. Copps
Controller	Vince Agro
Controller	Robert Morrow
Controller	Jim Bethune
Controller	Jim Campbell
Alderman	Dennis Carson
Alderman	Ken Edge
Alderman	Dave Lawrence
Alderman	Fred Lombardo
Alderman	Jim MacDonald
Alderman	Bill McCulloch
Alderman	Bill Scandlan
Alderman	Ian Stout
Alderman	Jim Stowe
Alderman	Reg Swanborough
Alderman	Pat Valeriano
Alderman	Reg Wheeler
Stoney Creek	
Mayor	Gordon H. Dean
Regional Councillor	Jack Farnworth

2.2.2 Meetings

The Regional Council had its first meeting on October 15th, 1973 and each new regional Council is to have its first meeting not later than the 15th day of January, after the election. The Council meets regularly twice a month, on the first and the third Tuesday.

2.2.3 Powers of the Council

The Powers of the Corporation of the Regional Municipality of Hamilton-Wentworth, are exercised by the Council by the adoption of by-laws.

The Act outlines specific powers of the Corporation:

Part III - Regional Road System, i.e. the roads previously administered by the County of Wentworth and the Hamilton-Wentworth Suburban Road Commission, and other roads which may be acquired by the Regional Council.

Part IV - Planning

Part V - Health and Welfare Services

Part VI - Police

Part VII - Regional Waterworks System

Part VIII - Regional Sewage Works

Part IX - Finances

Part X - General, i.e. authority of the Regional Municipality to provide for establishment of a Public Transportation System, solid waste disposal facilities and other functions as pursuant to the Municipal Act, as well as other provincial statutes affecting municipalities.

2.3 Committees of the Council

The Regional Council adopted a system of five major departments each responsible to a standing Committee:

"Every department will be directed by a separate Committee of Council, and in turn, every Committee is responsible to Council to develop appropriate recommendations on policy and its actions are subject to approval of Council". (From the Regional Council Agenda, for the meeting of October 25, 1973).

The five Committees are:

- Finance Committee: composed of eight members (a majority of members being representatives of the City of Hamilton). The Committee, in addition to its mandate of supervision over the Finance Department, is responsible for the presentation to the Council of the annual budget; the Committee consolidates estimates submitted to it by the four other standing Committees but no special power of financial control over the other Committees is vested in the Finance Committee.
- Engineering Services Committee: composed of nine members, the Committee is responsible for the supervision of the Engineering Department.
- Social Services Committee: composed of nine members, the Committee supervises the Department of Social Services. Appointments to the Board of Health, Children's Aid Societies and Hospital Boards and other similar organizations will be made from among members of the Social Services Committee. In addition, two sub-committees have been created having, respectively, responsibility for two Homes for the Aged, Macassa Lodge and Wentworth County Home.
- Planning and Development Committee: composed of nine members, the Committee is responsible for the supervision of the Planning and Development Department. The Committee carries out duties devoted to such a Committee in the Planning Act.

- Personnel Committee: during the initial development of the Regional Municipality, this Committee has an important task regarding the organization and staffing of the administration of the Municipality. The Committee is composed of nine members, the Chairmen and Vice-Chairmen of the four other Committees of Council and the Regional Chairman who is Chairman of the Personnel Committee.

All members of these committees, including the Chairmen and the Vice-Chairmen, are chosen by the Regional Council from among its members. With the exception of the Personnel Committee, the Regional Chairman is able to attend meetings in discussion but may not vote. The time and place of regular meetings have not yet been determined. (See Table 2 for a list of members of Standing Committees).

2.4 The Regional Chairman

The Chairman is the chief executive officer of the Regional Corporation and the head of the Council. Mrs. Anne H. Jones, as Chairman, is the Chief Executive. She presides at all Council meetings and votes only where there is an equality of votes. She attends and enters into discussion at meetings of standing Committees of Council but has no right to vote. She is Chairman of the Personnel Committee.

For the first three-year term, the Chairman was appointed by the Lieutenant-Governor in Council holding office at pleasure. In the second term beginning January 1st, 1977, the Chairman will be elected by the Regional Council from among its members for a term of two years. The elected representative who becomes Chairman shall be deemed to have resigned from his seat on the Council of the Area Municipality which thereby becomes vacant.

The office of Chairman is regarded as a full-time position. The Chairman is eligible for re-election in successive terms.

Table 2 List of Members of Standing Committees, February 1974

Engineering Services Committee

Chairman : R. Wheeler
Vice-Chairman : J.K. Harper
Members : J.A. Bethune
 : J.F. Cauley
 : K. Edge
 : H.M. Everett
 : J.W. Hyslop
 : R. Swanborough
 : P. Valeriano

Planning and Development Committee

Chairman : G.H. Dean
Vice-Chairman : F.A. Lombardo
Members : V.J. Agro
 : F. Campbell
 : D. Carson
 : I. Godbrand
 : D. Lawrence
 : W. McCulloch
 : A. Sloat

Social Services Committee

Chairman : J.M. Southall
Vice-Chairman : J. Stowe
Members : J.E. Campbell
 : D. Carson
 : J. Farnworth
 : J. MacDonald
 : R.M. Morrow
 : W. Scandlan
 : I. Stout

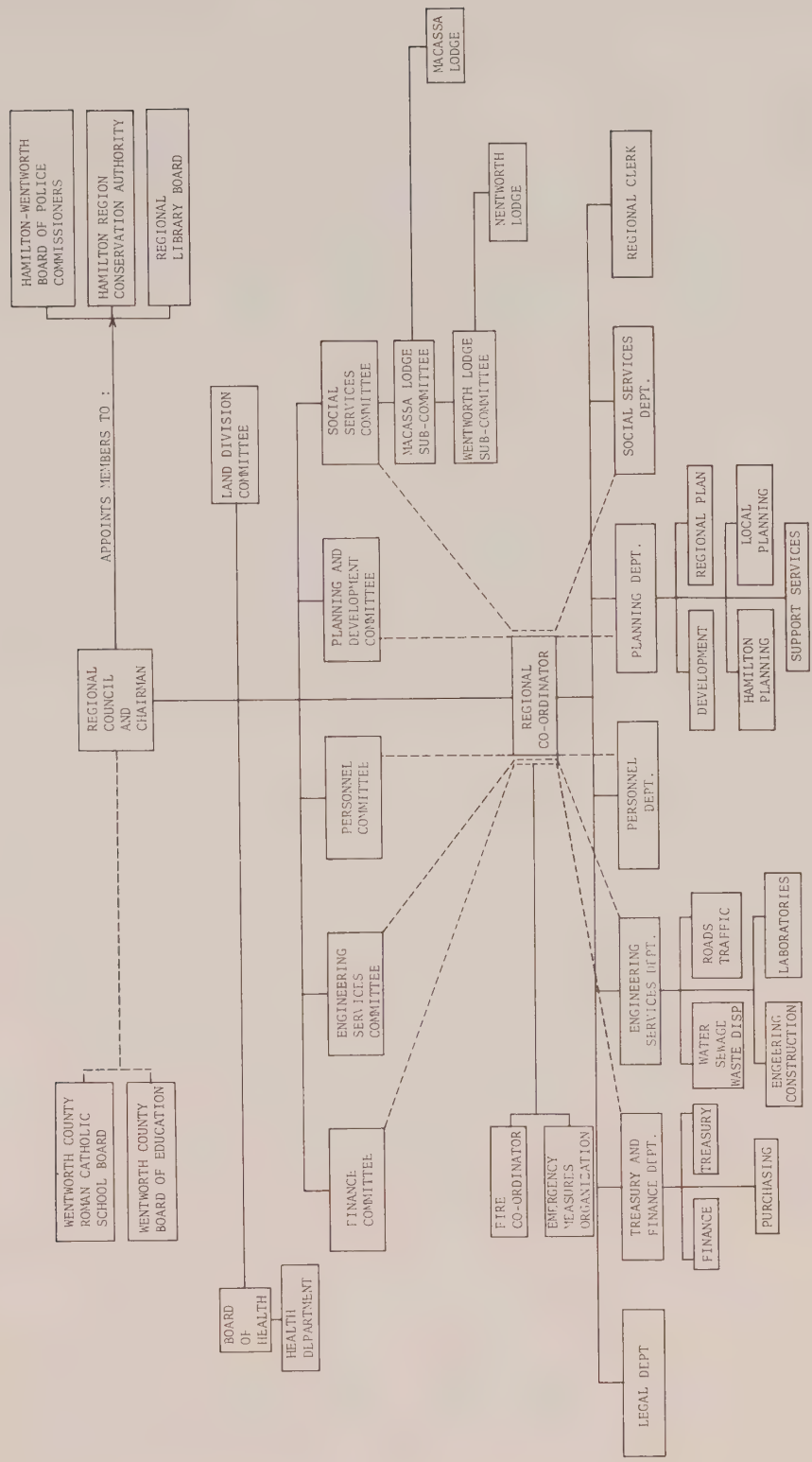
Table 2 (Continued) List of Members of Standing Committees

Finance Committee

Chairman : R.M. Morrow
Vice-Chairman : J. Farnworth
Members : J.A. Bethune
 V.K. Copps
 K. Edge
 J.W. Hyslop
 A. Sloat

Personnel Committee

Chairman : A.J. Jones
Members : the Chairmen and
 Vice-Chairmen of the other
 four Standing Committees
 of Council:
 G.H. Dean
 J. Farnworth
 J.K. Harper
 F.A. Lombardo
 R.M. Morrow
 J.M. Southall
 J. Stowe
 R. Wheeler



NON-OFFICIAL FEBRUARY 1974

FIGURE 2 ORGANIZATION CHART OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

3 Administrative structures

3.1 General structure

The principle adopted for the organization of the administration of the Corporation involves grouping various functions in a small number of departments all under the supervision of a chief administrative officer called the Regional Co-ordinator.

(See Figure 2 for the political and administrative organization chart of the Regional Municipality).

3.2 Staff

The Regional Municipality of Hamilton-Wentworth has a total staff of 1,818 employees including employees of the Regional Library Boards but excluding teachers and employees of the two School Boards. Most of this staff was previously employed by various municipalities before the creation of the Regional Municipality.

(See Table 3 for a breakdown of departmental staff).

3.3 The departments

Three departments provide the community services which are now the responsibility of the upper-tier structure within the regional organization: the Department of Social Services and Homes for the Aged, the Department of Engineering Services, and the Department of Planning and Development.

Four other departments provide support services for internal administration: Departments of Personnel, Finance, Regional Clerk and Legal Services.

3.3.1 Department of Social Services

Headed by the Regional Commissioner of Social Services, who is also the Welfare Administrator, under the General Welfare Assistance Act (R.S.O. 1970, Chap. 192), the department organizes

Table 3 Departments of the Regional Municipality of
Hamilton-Wentworth, February 1974

Departments	Heads	Total Staff
Regional Co-ordinator	Cyril T. Armstrong	4
Regional Clerk	Ronald E.F. Eddy	4
Treasury and Finance	Jack K. McAulley	5
Planning and Development	Robert Bailey	58
Social Services including Wentworth and Macassa Lodges	William M. Carson	377
Engineering Services	Waldo A. Wheten	455
Police	Gordon Torrance	688
Health		156
Library		53
Other (E.M.O., Fire Co-ordinator, Land Division Committee)		8
		<hr/>
	Total	1,818

at the regional level all welfare assistance and social services previously the responsibility of the County of Wentworth and the City of Hamilton. The administration of two Homes for the Aged, namely Macassa Lodge and Wentworth Lodge is part of the social service Committee's responsibilities but does not come under the authority of the Commissioner.

Staff - Social Services	80
Wentworth Lodge	93
Macassa Lodge	204

3.3.2 Department of Planning and Development

The Department of Planning and Development is under a Commissioner of Planning who reports to the Planning and Development Committee of Council. The duties and functions of the Department are set out in the Regional Municipality of Hamilton-Wentworth Act and the Planning Act.

As the Department has only been officially in existence since January 1974, no firm decision has been made and ratified concerning its exact organizational structure.

A proposal has been put forward by the Commissioner of Planning which would organize the Department as follows:

Regional Planning Division:

- perform long range planning and research;
- prepare the Regional Official Plan;
- handle transportation planning for the region.

Development Division:

- handle all development proposals for the region including by-laws, minor Official Plan amendments and subdivision plans.

Local Planning Division:

- provide planning services and advice to local municipalities concerning local planning functions.

Hamilton Planning Division:

- provide planning services and advice to City of Hamilton concerning local planning functions.

Administrative and Technical Support:

- provide support services to other divisions.

This organization is only tentative and assumes that the area municipalities will decide to have the Region supply all planning services.

The Staff of the new department will integrate most of the former staff of the County of Wentworth Planning Area and the City of Hamilton.

3.3.3 The Department of Engineering Services

Under the authority of the Engineering Services Committee, the Department, headed by the Commissioner of Engineering, handles all matters pertaining to public works which are the responsibility of the Regional Municipality: Water supply, Sewage, Waste Disposal, Regional Road System and Traffic Control.

Subject to the detailed structure to be drawn by the Commissioner of Engineering, the Department is organized into three main branches.

- Water, Sewage and Waste Disposal: to formulate and design plans for the construction and operation of facilities and equipment for the regional water supply, and sewage and waste disposal.
- Roads and Traffic Control: to prepare a program for maintenance of former County and suburban roads and establish a plan for regional transportation.
- Design and Construction: to implement public work projects established by the two other branches.

3.3.4 Clerk's Department

The Clerk's Department is under the authority of the Regional Council reporting through the Regional Co-ordinator.

Its function is the keeping of official records including resolutions, by-laws, decisions, and proceedings of the Council and of the Committees. The Clerk provides secretarial services to the Committees of the Council.

Staff: 4 employees.

3.3.5 Finance Department

This department reports to the Finance Committee and is headed by the Commissioner of Finance, who is also the Treasurer of the Regional Municipality.

The Department is responsible for giving technical support to various committees in the preparation of yearly estimates. These estimates are then reviewed by the Department, consolidated and added to or reduced, and discussed with the Regional Chairman and the Regional Co-ordinator, before being presented to the Finance Committee and then to the Council for final approval. The Department is also responsible for preparation of a budget of capital expenditures since the Regional Corporation is responsible for all borrowings by area municipality to finance capital projects in addition to the region's own projects.

The Department also prepares proposals for the general levy of the Regional Corporation on the area municipalities, a calculation based on weighted equalized assessment.

The Regional Treasurer controls the central purchasing for the municipality.

Subject to the detailed structure to be elaborated, the present organization is divided into three branches:

- the Accounting Division which includes the supervisor of general ledgers, the supervisor of accounts payable and the payroll officer;
- the Purchasing Division;
- the Treasury Division which includes the supervisor of funded debt, the supervisor of capital budget and the supervisor of accounts receivable.

It should be noted that for an initial period of four months, current expenditures of the new municipality are to be financed by a \$4,000,000 loan guaranteed by the Ontario Government. Regular financial procedures will be instituted during this period.

Staff: 3 employees.

3.3.6 Personnel Department

The Personnel Officer will act as advisor to the Personnel Committee through the Regional Co-ordinator concerning applicant employees and employees in the service. The execution of wage policies is the responsibility of the Department. The Department is still to be organized and staffed.

3.3.7 Legal Department

The Department will be responsible for providing the Municipality with legal services. The Legal Department reports to the Council through the Regional Co-ordinator. A private law firm now acts for the Regional Municipality and will continue to do so until a personnel for the Legal Department is recruited.

3.4 Coordinating structures

3.4.1 The Regional Co-ordinator

The Regional Council has appointed the Regional Co-ordinator to act as a chief administrative officer, and to provide supervision and co-ordination among the Chairman, the Committees and the Council at the political level and the various departments at the administrative level. The objective of Regional Co-ordinator is to :

- a) release Council members from the need to be involved in administrative details;
- b) provide a stimulus to the municipal departments for all long range planning;
- c) provide a channel to Council for co-ordinating of reports, information and advice;
- d) provide the means for co-operation, liaison and development of the whole municipal administrative operation.

Among his main functions as enumerated in the agenda of Council Meeting of October 25, 1973, the Regional Co-ordinator will advise and assist the Chairman, the Council and Committees, in the carrying out of their duties; co-ordinate the submission of all reports to Council; maintain appropriate checks on assigned programs; and

recommend to the Personnel Committee appointment of all employees of the Municipality.

To perform his general duties of supervision and co-ordination, the Regional Co-ordinator attends all Council meetings and meets weekly with all Department Heads.

3.4.2 The Regional Fire Co-ordinator

Fire protection remains the responsibility of the area municipalities, but as provided for in the Hamilton-Wentworth Regional Municipality Act (section 133), the Regional Corporation has appointed a Regional Fire Co-ordinator responsible for the establishment of an emergency fire service plan. The Fire Co-ordinator is the chief of Fire Department of Hamilton and will hold both jobs.

The Fire Co-ordinator is responsible to Council through the Regional Co-ordinator.

3.4.3 Emergency Measures Organizations

The Regional Municipality assumes specific responsibilities under the Emergency Measures Act (R.S.O. 1970, Chap. 145). The Emergency Measures Organization has been set up and reports to Council through the Regional Co-ordinator.

4 Intermediary structures

4.1 Hamilton-Wentworth Board of Commissioners of Police

Police protection is a regional responsibility pursuant to the Police Act (R.S.O. 1970, Chap. 351). This function is performed by a Board of Police Commissioners composed of five members:

- two members of the Regional Council appointed by the Council,
- three members appointed by the Lieutenant-Governor in Council including the senior judge of the judicial district of Hamilton-Wentworth.

The Board has organized a police force starting with the personnel, equipment and buildings of what were previously local police forces. By by-law, buildings used by police have been assumed by the Region. The Ontario Provincial Police continue to police, free of charge, Flamborough and Glanbrook, but these two area municipalities must still pay their percentage of the police budget.

Staff: 688 employees.

(See Table 4 for a list of members of the Board).

4.2 Board of Health

The Regional Corporation assumes responsibilities under the Public Health Act (R.S.O. 1970, Chap. 377). The Hamilton-Wentworth Regional Board of Health was created, replacing the Hamilton-Wentworth Health Unit.

The Board is composed of ten members: three appointed by the Lieutenant-Governor in Council and seven members of the Regional Council appointed by the Regional Council (these Regional Council members will also be members of the Social Services Committee).

Expenditures for the establishment and functioning of the Health Department are to be paid by the Regional Corporation.

Staff: 156 employees.

Table 4 Hamilton-Wentworth Regional Board of Commissioners
of Police, February 1974

Chairman His Honour Judge Theo L. McCombs

Councillor Victor K. Copps, Hamilton

Councillor Hugh M. Everett, Dundas

Mr. John Trimble

Mr. Boyd C. Hoddinott

Mr. Edward Simpson, Secretary

4.3 The Hamilton Region Conservation Authority

The Authority is an autonomous corporate organization established under provisions of the Conservation Authorities Act (R.S.O. 1970, Chap. 78).

The Authority is headed by a Board of Administration composed of members appointed by the Regional Council; the number of representatives is based on the population figures of area municipalities. In addition, the Government of Ontario appoints three members since a provincial grant is forwarded to the Authority.

At the present time (until the Regional Council appoints the members according to the new boundaries of the area municipalities) the Board is composed of 23 members; ten from Hamilton, two from Dundas and Saltfleet, one from Stoney Creek, Ancaster, Beverly, East Flamborough, West Flamborough and Puslinch (according to former boundaries) and three provincial appointees. The new Board to be appointed in 1974 will have 19 members: eight from Hamilton, eight from the area municipalities and three provincial appointees.

The Board has established an eight-member Executive Committee and six Advisory Boards:

- Conservation Areas
- Fish and Wildlife
- Historic Sites
- Public Relations and Education
- Reforestation and Land Use
- Water and Pollution Control

These Advisory Boards regroup officers from the Authority and experts from outside (Universities, Conservation Associations, etc.) for a total membership of 10 to 12 on each board.

A Chairman is appointed by the Board from among its members and his term of office is three years as it is for all members of the Board.

The Authority has powers to undertake programs and projects and to pass regulation for the Conservation of Ancaster and Spring Creeks and all their tributaries, including Hamilton Harbour and part of the waterfront.

The Board has nominated a general manager and 21 staff members who compose the three administrative divisions:

- Administration Section;
- Operation divisions: Planning and Engineering,
Development and Maintenance;
- Education Section.

In addition, the Authority may employ summer student staff and field and clerical support staff.

In 1972, the Authority had total expenditures of \$1,762,720. The Authority's share was \$882,635 mainly covered by a \$687,280 levy on the City of Hamilton.

A small portion of the area within the boundaries of the Regional Municipality of Hamilton-Wentworth falls under the jurisdiction of the Grand River Conservation Authority, the Niagara Peninsula Conservation Authority and the Halton Region Conservation Authority.

4.4 The Hamilton-Wentworth Land Division Committee

The Committee is composed of eight members appointed by the Regional Council. Three of the appointees are citizens of the City of Hamilton and the five other appointees are resident of the five other area municipalities within the Regional Municipality of Hamilton-Wentworth (See Table 5 for a list of members of the Land Division Committee).

Table 5 List of members of the Hamilton-Wentworth Land
Division Committee, February 1974

Stoney Creek	Mr. Karl Bartham
Dundas	Mr. W.L. Button
Ancaster	Mr. Wm. Found
Glanbrook	Mr. Roger Mitchell
Flamborough	Mr. Maxwell G. Taylor
Hamilton	Mr. James Custeau
Hamilton	Mr. Stewart Farwell
Hamilton	Mr. Barry Lowe

The Committee has a mandate to handle all land severances within the boundaries of the Regional Municipality. The Committee is independent in its administration and has its own budget and permanent staff. It works in close liaison with the Department of Planning and Development.

4.5 Wentworth County Board of Education

The Board is composed of 16 members elected at the same time as elections are held in area municipalities. The repartition of members is as follow:

From: Dundas	3
Flamborough	4
Ancaster	2
Glanbrook	1
Stoney Creek	4

In addition, Separate School Supporters (See below 4.6) from all areas of the Regional Municipality elect two additional members for a total membership of 16.

The Board manages and supervises the educational facilities of the region regrouping all area municipalities less the City of Hamilton which elects its own School Board.

4.6 The Wentworth County Roman Catholic School Board

The Board is composed of 17 elected members :

- 14 from the City of Hamilton
- 2 from all other area municipalities (former County of Wentworth)
- 1 Chairman elected at large.

Separate School Supporters also elect two members in the Wentworth County Board of Education. Elections take place at the same time as area municipality's elections.

The Board administers the Catholic School System (Separate Schools) in the area corresponding to the Regional Municipality of Hamilton-Wentworth. It employs a staff of approximately 700 teachers and had an estimated expenditure of \$15,793,890 in 1973 (this expenditure was to be covered by a \$13,384,020 provincial grant).

4.7 The Regional Library Board

Under section 138 of the Act creating the Regional Municipality, the former Wentworth County Library was integrated into the Regional Municipality. The Regional Council will have to establish a Board of Directors and to appoint its members. A total staff of 63 employees came from the County Library Board.

B The City of Hamilton

1 General information

1.1 Historical background

The site of the City of Hamilton was first "mapped" in 1669 by the French explorer Cavelier de La Salle. The first permanent settlement is due to loyalists who immigrated to the area around 1790.

The organization of the area began in 1813 when George Hamilton divided the land he had acquired into lots and streets. In 1833, having grown to 1,400 inhabitants, Hamilton was incorporated as a town governed by a five-member Board of Police. Four of these members were elected on a ward basis.

In 1846, the population reached 6,832 and Hamilton was incorporated as a City by the legislature of the United Canada. A Council elected on a ward basis was adopted and this system remained unchanged until 1910 (except for the number of wards and aldermen which increased). In 1910, a Board of Control was introduced. The Mayor-Board of Control-Council system is still in use today.

1.2 Population

Since its incorporation as a City, Hamilton has maintained a regular increase in its population:

1873	30,201
1899	51,011
1910	70,221
1920	110,621
1930	143,129
1940	154,915
1950	192,125
1960	258,576
1970	296,826
1973	305,361

Some of the increases are explained by annexations.

1.3 Area

The area covers 54.44 square miles or 34,842.671 acres.

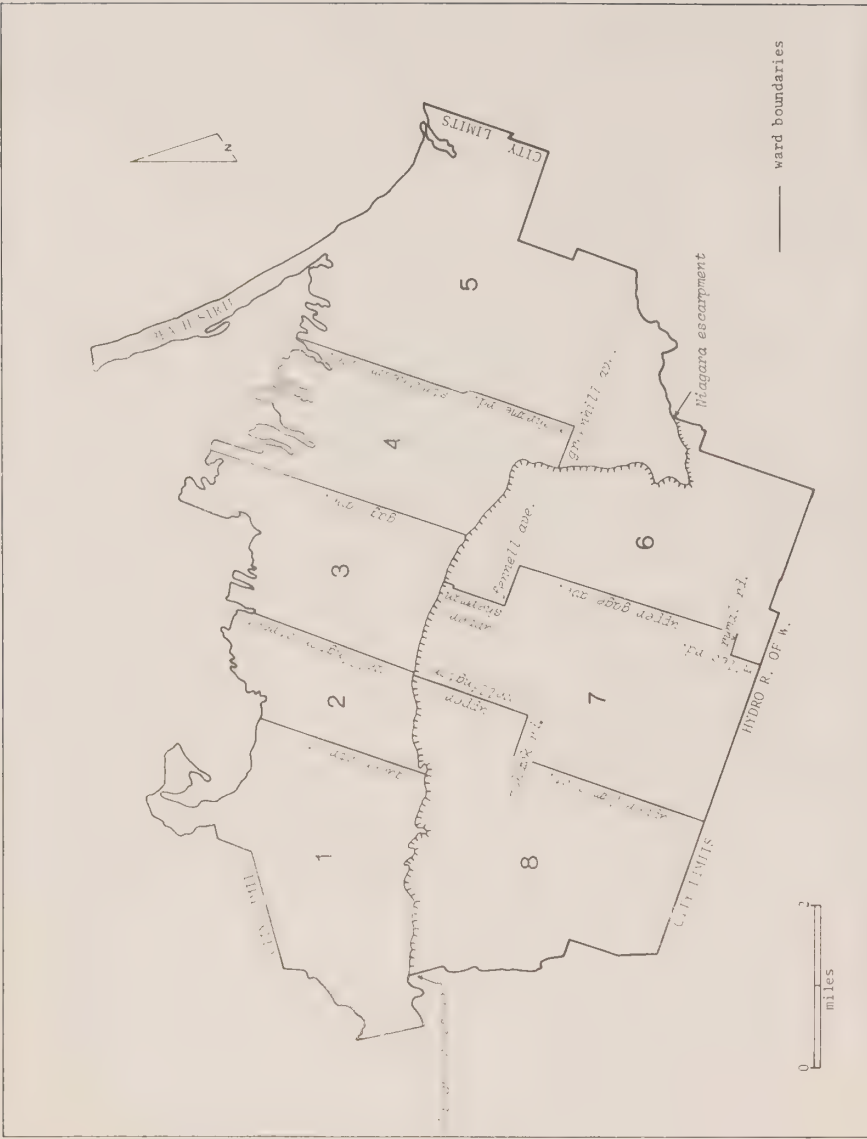
(See Figure 3 for a map of the City of Hamilton).

1.4 Regulating Acts

The City of Hamilton is incorporated under the Municipal Act (R.S.O. 1970, Chap. 284). Its election procedures are determined by the Municipal Elections Act of 1972, Chap. 95.

1.5 Inter-municipal relations

On January the first, 1974, the City of Hamilton became one of the six area municipalities of the Regional Municipality of Hamilton-Wentworth. Seventeen Council members (the Mayor, four controllers and 12 aldermen) represent the City on the Regional Council, which has a total of 28 members.



MAP OF THE CITY OF HAMILTON

FIGURE 3

JANUARY 1971

2 Political structures

2.1 General information

The City of Hamilton has a Mayor-Board of Control-Council system of government.

The Municipal Act of Ontario states that for cities with a population in excess of 100,000, the establishment of a Board of Control is mandatory unless there is a two-thirds vote of the Council against the establishment of such a board and the Ontario Municipal Board (O.M.B.) agrees. For cities and towns with a population in excess of 45,000 and other municipalities with a population in excess of 100,000 a board may be established with a two-thirds affirmative vote of the Council and O.M.B. approval. Accordingly, the establishment of a Board of Control is mandatory for the City of Hamilton.

2.2 Eligibility regulations

2.2.1 Electors

Any Canadian citizen or British subject of 18 years or over, who is a resident of the City during the period of enumeration and is not disqualified under the Municipal Elections Act, is eligible to vote. British subjects or Canadian citizens of 18 years or over who are not resident but are owners or tenants of land in the municipality or the spouse of such an owner or tenant are also eligible to vote.

2.2.2 Qualifications of candidates

Every person who is qualified to vote under the Municipal Elections Act may be nominated as a candidate for the office of Mayor, controller or alderman.

2.2.3 Election procedures

The Act creating the Regional Municipality of Hamilton-Wentworth provided for the holding of an election on the 1st day of October, 1973 in each area municipality. The present Council has a term of three years.

The Municipal Elections Act will be applied for the second and remaining terms. An election will therefore be held on the first Monday in December of 1976 and every two years thereafter. The two year term of Council will commence on the first of January of the year following the election year.

The City is divided into eight wards which elect two aldermen each. The Mayor and the four controllers are elected at large.

In the election of 1972, of 201,865 registered voters, 59,526 or 29.49% actually voted.

Money by-laws may also be submitted for the assent of electors. Council may apply to the Ontario Municipal Board (O.M.B.) to dispense with a vote of the electors on such money by-laws.

2.2.4 Municipal political parties

There is no official recognition of municipal political parties.

2.3 The Council

2.3.1 Members

The Council is composed of 21 members: the Mayor and four controllers who form the Board of Control (see below point 2.4), and 16 aldermen. The term of office of Council members is two years. The office of aldermen is regarded as part-time.

(See Table 6 for a list of members of the Municipal Council).

2.3.2 Meetings

The regular meetings of the Council are held on the second and last Tuesday of every month at 7:30 p.m. The Mayor presides at Council meetings with a regular right to vote. In the absence of the Mayor, the Council may elect a presiding officer from among its members. Eleven members form a quorum.

Table 6 Hamilton City Council (1973-1977)

Mayor:	V.K. Copps	
Board of Control:	V.J. Agro R.M. Morrow J.A. Bethune M. Campbell	
Aldermen:	D.A. Carson R. Swanborough	Ward 1
	W.M. McCulloch M. Cupido	Ward 2
	P.O. Valeriano Mrs. P. Ford	Ward 3
	D.I. Lawrence D. Gray	Ward 4
	R. Wheeler F.A. Lombardo	Ward 5
	I. Stout J. Stowe	Ward 6
	W.F. Scandlan F. Merling	Ward 7
	K.M. Edge J. MacDonald	Ward 8

2.3.3 Powers and duties

The Council carries out its functions through the adoption of by-laws and resolutions. Every by-law receives three separate readings but not more than two on the same evening, unless the unanimous consent of the members present is given.

The Municipal Act provides that:

- "Every Council may pass such by-laws and make such regulations for the health, safety, morality and welfare of the inhabitants of the municipality in matters not specifically provided for by this Act as may be deemed expedient and are not contrary to law, and for governing the proceedings of the Council, the conduct of its members and the calling of meetings."

With the creation of the Regional Municipality, municipal functions over which the City of Hamilton may exercise its powers have decreased. The City is now responsible for:

- Tax collection: taxation of property and local improvement
- Planning: zoning and neighbourhood planning
- Recreation: local parks and recreation
- Roads: local streets and sidewalks
- Public transit
- Garbage: collection
- Fire protection
- Licensing and inspection
- Local libraries

2.4 Committees of the Council

2.4.1 Members

Seventeen out of the 21 members of the City Council are also members of the Regional Council. The number of Standing Committees of City Council has been reduced since the assumption of regional responsibilities by these members of City Council who sit on Regional Council has increased their work load. The structure adopted is one of four Standing Committees having responsibility for

various City departments. Under this structure there are four Standing Committees each composed of one controller and eight aldermen (one from each ward). In the previous structure, 17 City departments reported to Standing Committees of Council.

2.4.2 Powers and duties

The four committees are:

- a) Traffic and Engineering Committee which is responsible for:
 - Department of Engineering
 - Garage and Central Services
 - Traffic Department
 - Streets and Sanitation Department
- b) Parks and Recreation Committee which is responsible for:
 - Parks
 - Recreation
 - Property and Maintenance
 - Cemeteries
 - Concerts
 - Beautification
 - Historical Sites in the City (including Whitehern and Dundurn Castle).
- c) Planning and Development Committee which is responsible for:
 - Planning
 - Community Development and Housing
 - Building Department
 - Landlord and Tenant Bureau
 - Harbour Sub-Committee
 - Downtown Re-development (including Central Business District, Co-ordination of Trade Convention Centre).
- d) The Legislation, Fire and License Committee which is responsible for:
 - Fire Department
 - Legislation
 - Reception

- Licensing
- Tax Appeals
- Market
- Convention grants

The Council will determine in 1974 the membership on these Committees including the election of the Chairmen and Vice-Chairmen, the setting of regular meeting dates, the procedure for the establishment of sub-committees and the role of citizen members in these Committees.

The Committees have a mandate to report to the Council through the Board of Control as often as the interests of the City may require on all matters connected with the duties imposed on them, respectively, and to recommend such action by the Council in relation thereto as may be deemed expedient.

2.4.3 Other Committees

In addition to the four new Standing Committees, a number of other committees are still functioning.

a) The Civic Airport Committee has a mandate to supervise the Civic Airport which is a City department. It is composed of four members of the Council and the manager of the Civic Airport. This Committee is responsible for general supervision of the Airport Department and maintenance of relations between the Council and the administration of the Airport.

b) Pollution Control Committee:

The future of the Pollution Control Committee is under discussion at the present time. It is uncertain whether it will be a City or a regional responsibility or a shared responsibility. The Committee is presently composed of eight aldermen, one controller and the directors of the Municipal Laboratories and the former Hamilton-Wentworth Health Unit.

c) Other committees have a mandate to recommend action to be taken by the Council with regard to specific community interests:

- Celebrations Committee (composed of one controller, two aldermen and four citizens)
- Status of Women Committee (composed of six citizens)
- City Government Committee (composed of five citizens).

Other committees are created (and abolished) as needs arise.

2.5 The Board of Control

2.5.1 Members

The Board of Control is established under provisions of the Municipal Act (see above point 2.1). In the City of Hamilton the Board is composed of the Mayor, who is Chairman of Board, and four Controllers elected at large at the time of regular elections.

The office of controller is regarded as a full-time appointment.

2.5.2 Meetings

The Board meets regularly twice a week, every Monday and Wednesday at 9:30 a.m. and there is a permanent secretary to the Board. Most of these meetings (90%) are public meetings. Special meetings are also held frequently.

2.5.3 Powers and duties

The powers of the Board of Control, as specified in section 206 of the Municipal Act, make it at the same time an Executive and a Finance Committee of the Council. The powers include:

- a) the preparation of estimates, for submission to Council, of the expenditures for the year;
- b) the preparation of specifications for, and award of, contracts; the calling of tenders for materials and suppliers with a report of such actions to the Council;
- c) the regular inspection of the works in progress;

- d) the nomination of the head of a department, of any other officer to be appointed by by-law or resolution after a favourable report by the head of the department concerned, and the nomination of any other permanent employee;
- e) the recommendation of the rate of the earnings of the employees;
- f) the dismissal or suspension of the head of a department and the reporting of such an action to the Council;
- g) the submission of proposed by-laws to the Council;
- h) the amalgamation or creation of City departments.

A vote of two-thirds of the Council is necessary to amend or alter the Board's recommendations if it is to increase financial commitment of the City. The Council can reject the Board's recommendations by a simple majority vote.

2.5.4 Advisory Committees to the Board

To carry out its mandate the Board of Control has appointed five Advisory Committees. The Board of Control then reports to the Council on recommendations made by the Advisory Committees.

These Committees include:

- a) Personnel Committee: 2 controllers and head of Personnel Department
- b) Depreciation Committee: 2 controllers, the Treasurer and the head of Motor Vehicles Department
- c) Purchasing Committee: 2 controllers and the head of the Purchasing Department
- d) Capital Budget Committee (composed of seven members): one controller, the City Engineer, the Planning Commissioner, the Traffic Commissioner, the City Solicitor, the Treasurer and the Deputy-Treasurer

- e) Management Information System Steering Committee
(composed of eight members): one controller, the Treasurer, the Planning Commissioner, the City Clerk, the Traffic Commissioner, the City Engineer, the Secretary to the Board of Control, the Provincial Regional Assessment Commissioner. This Committee has a mandate to co-ordinate the use of data processing in the City administration
- f) Real Estate Committee: 2 controllers and the head of the Real Estate Department.

2.6 The Mayor

The Mayor is the chief executive officer of the City. Elected at large, the Mayor presides at all Council meetings and Board of Control meetings with a right to vote. He is also a member of the Regional Council.

The office of Mayor is regarded as a full-time appointment without limitation for successive mandates.

Under Municipal By-law 8958 (1960) and By-law 71-197 (1971), provision is made for the appointment of a member of Council to act as Mayor in the absence of the Mayor pursuant to S.210 of the Municipal Act. The controller who received the highest number of votes in the last election is appointed as Acting Mayor. In the absence of the Controller who received the highest number of votes, the Controller who received the next highest number of votes is appointed.

3 Administrative structures

3.1 General structure

The City of Hamilton administration has 22 departments. Eight service departments are responsible to the Board of Control while the remaining fourteen departments are the responsibility of the four Standing Committees. The only exception is the Civic Airport Department which is headed by the Airport Committee. All 22 departments report to the Board of Control for financial and personnel purposes.

(See Table 7 for a list of the departments and their respective heads and Figure 4 for the Organizational Chart of the City).

3.2 Departments reporting to the Board of Control

3.2.1 The City Clerk Department

Duties: The City Clerk convenes and attends all meetings of the Council, the Board of Control and the Committees and registers official documents of the Corporation.

Divisions of Clerk's Department:

- a) Property Maintenance - staff: 18
- b) Office - staff: 39 which includes the Landlord and Tenant Bureau, the Information Desk, Births and Deaths, Elections.
- c) Property and License - staff: 84

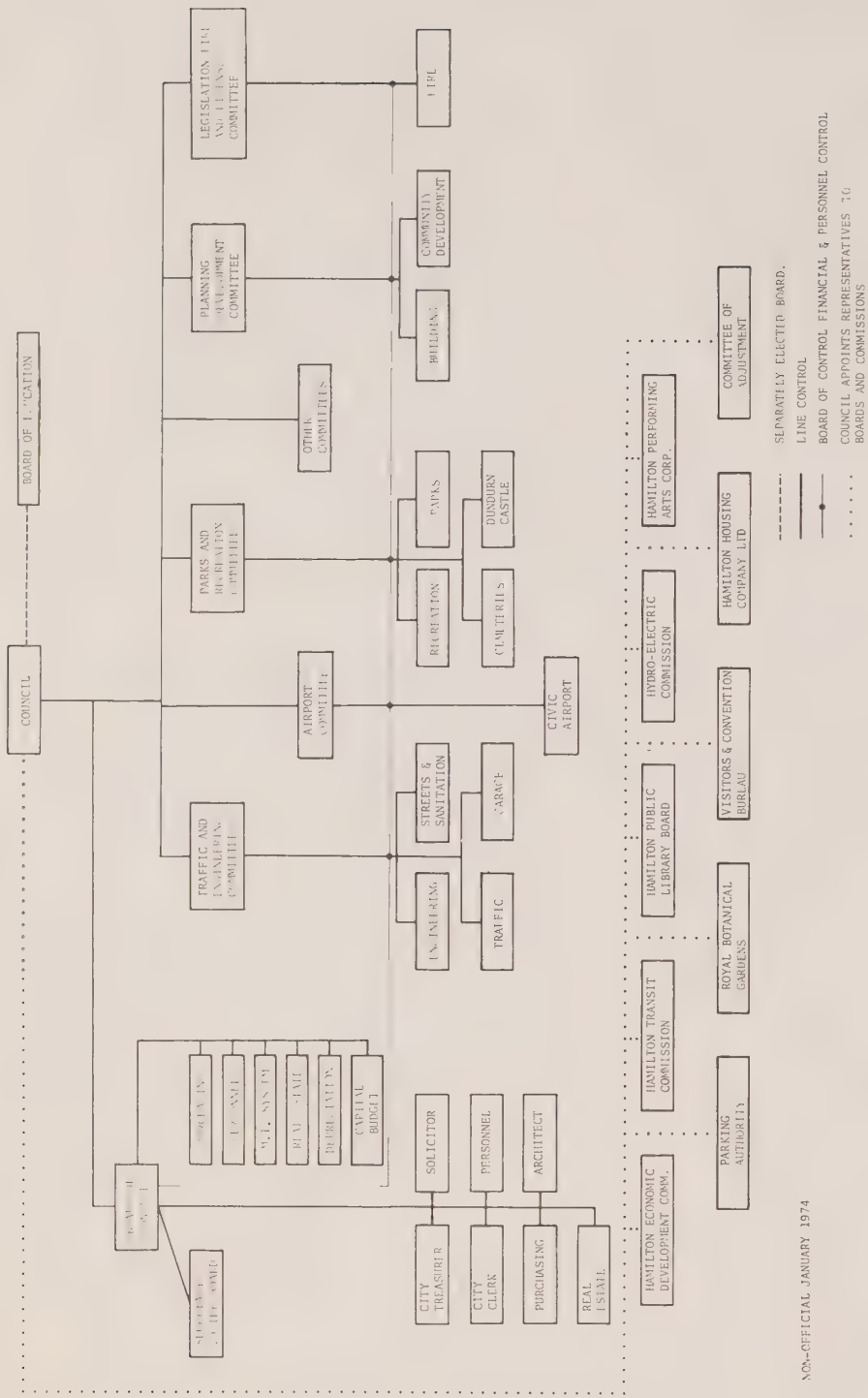
Budget (1973 est.): \$496,840

3.2.2 Treasury Department

Duties: The City Treasurer is also the Commissioner of Finance, Head of the Treasury Department, Chief Financial Officer and Adviser to the Corporation through the Board of Control in all matters relating to the monetary and financial operations of the City,

Table 7 List of City Officers, February 1974

Airport:	S.S. Mitchell, Manager
Architect:	A.K. German, City Architect
Building:	Paul Kuppe, Commissioner
Cemeteries:	C. Orzel, Director
City Clerk:	E.A. Simpson, City Clerk K.E. Avery, Deputy City Clerk J.R. Jones, Secretary to the Board of Control, Executive Assistant to the Mayor R.M. Collier, Deputy Secretary to the Board
Community Development:	R.C. Monaghan, Commissioner
Dundurn Castle:	E.G. Moogk, Administrator
Engineer:	Vacant
Fire:	L.G. Saltmarsh, Chief
Garage:	J. Patterson, Superintendent
Parks:	James E. Waters, Director
Personnel:	A. Gillespie, Director
Property:	H. Barker, Superintendent
Purchasing:	J.G. Atwood, Director
Real Estate:	H. Leishman
Recreation:	Miss A. Schimmel, Director
Solicitor:	K.A. Rouff, City Solicitor
Streets and Sanitation:	R. Morden, Director
Traffic:	R.J. Desjardins, Commissioner
Treasurer:	J.C. Jaggard, City Treasurer



NOV-OFFICIAL JANUARY 1974

FIGURE 4 ORGANIZATION CHART OF THE CITY OF HAMILTON

especially with regard to the maintenance of the credit of the City through the preparation and administration of the annual budget estimates. He is responsible for all treasury operations and tax collection.

Staff: 104 in 10 sections:

- Administration and Stenography
- Employee Benefits and Pensions
- Payroll
- Commitments and Payments
- Accounting
- Sundry Revenues
- Taxation
- Parking Meter Collection and Violations
- Management Information System
- Data Processing

Budget (1973 est.): \$1,619,100

(The budget of gross expenditures of the City is presented in Table 8).

3.2.3 Solicitor Department

Duties: The City Solicitor gives opinions and advice on the request of any member of the Council or Heads of departments concerning legal questions affecting their respective responsibilities. He prepares and revises all by-laws and takes such proceedings as the City Council may direct for obtaining any legislation desired by the Council either in the Parliament of Canada or the Legislature of Ontario.

Staff: 16 employees (including the City Solicitor and six solicitors).

Budget (1973 est.): \$334,310

3.2.4 Purchasing Department

Duties: This Department has a mandate to order and contract for all supplies of any kind for the City and for the supervision and operation of stores for the City.

Table 8 The City of Hamilton - Gross Expenditures, 1971, 1972 and 1973

ITEMS	Estimates		Actual	
	1973	1972	1971	1971
General Government	\$ 5,759,820	\$ 5,730,000	\$	\$ 5,663,829
Protection to Persons and Property	16,848,160	15,901,350		15,819,423
Public Works	5,053,570	5,536,440		5,272,592
Sanitation and Waste Removal	6,340,520	5,671,480		6,027,362
Conservation of Health	223,280	229,790		223,333
Social Welfare	12,716,180	12,650,690		12,266,698
Grants	636,970	644,800		650,390
Recreation	2,052,810	1,859,680		1,783,867
Provisions for Reserve	11,403,000	9,869,450		9,985,586
Sundries	10,835,780	8,974,860		8,811,020
Contributions (incl. Boards)	41,283,230	38,952,090		38,905,744
Total expenditures	: \$ 112,763,320	\$ 106,020,590	\$	\$ 105,410,044

Source: Estimate of the City of Hamilton for the year ending December 31st, 1973.
 Treasury Department.

N.B. The 1974 estimates will differ substantially from the above figures with the Regional Municipality having some of the responsibilities assumed by the City in 1973.

Staff: 9 employees (including three purchasing agents)

Budget (1973 est.): \$168,610 (For the operation of the Department, acquisition costs being credited to the budgets of various departments).

3.2.5 Personnel Department

Duties: It is the responsibility of the Personnel Department to acquire applicants (including firemen) for employment with the City; to receive all application and to direct applicants to appropriate department. The Personnel Department also manages wages and employee benefits.

Staff: 12 employees (including the Head of department and two personnel officers).

Budget (1973 est.): \$213,220

3.2.6 Real Estate Department

Duties: The Department has the responsibility of acquiring properties for the City and of the sale or rental of civic properties according to the needs of City departments.

Staff: 9 employees

Budget (1973 est.): \$160,630 (being an operational budget not including the cost of land acquired nor revenues from the sale or rental of properties).

3.2.7 Architect Department

Duties: The Department provides architectural services for various departments of the City.

Staff: 4 employees

Budget (1973 est.): \$69,920

3.3 Departments reporting to the Traffic and Engineering Committee

3.3.1 Engineering Department

Duties: The Department undertakes all public works which are the responsibility of the City of Hamilton.

Staff: 67

Budget (1973 est.): \$5,053,370

It should be noted here that 1973 budget and staff include the Department's responsibility for sewers which is now a regional responsibility. \$1,739,360 was included in the 1973 budget for sewer operations.

3.3.2 Property Department

Duties: This Department is responsible for maintenance and repairs of all City properties.

Staff: For administration purposes, Property Department is under the Clerk's Department. For financial (budget) purposes, the property Department is under Parks and Recreation. (See Clerk's Department).

Budget (1973 est.): \$1,518,990

In addition to this amount, some expenditures for repairs and maintenance of buildings are included in various departmental budgets.

3.3.3 Traffic Department

Duties: The Department is responsible for the planning and design of street improvements in the City.

Staff: 74

Budget (1973 est.): \$1,101,080

It should be noted that traffic is now a shared responsibility between the Regional Municipality and the area municipalities. All traffic lights and controls are now handled by the Regional Municipality.

3.3.4 Streets and Sanitation Department

Duties: This Department is responsible for the inspection, cleaning and repair of streets in the City; inspection duties under the Weed Control Act; the collection of garbage; control over snow and ice; the trimming of trees; and the control of district yards.

Staff: 146 permanent - 280 temporary

Budget (1973 est.): \$6,340,520

As of 1974, solid waste disposal is a regional responsibility and the maintenance of all motor vehicle equipment will be transferred to the new Motor Vehicle Department. This will bring a sharp decrease in the Department's budget.

3.3.5 Department of Motorized Vehicles and Repairs (formerly Garage Department)

Duties: The Department is responsible for the maintenance of all motorized vehicles together with the repair and rental of all civic owned vehicles. (The Library Board, Royal Botanical Gardens and Fire Department vehicles are exceptions to this, having their own repair services).

Staff: 25 employees

Budget: 1974 estimates had not yet been adopted in February 1974.

3.4 Departments reporting to the Parks and Recreation Committee

3.4.1 Recreation Department

Duties: The Department has a mandate to carry on any community or joint community program pursuant to the Municipal Act (section 352).

Staff: 100 in four divisions: Administration, Playgrounds, District Centres, Skating Rinks.

Budget (1973 est.): \$1,735,520

3.4.2 Parks Department

Duties: The Department organizes and maintains parks and open spaces in the City.

Staff: 44 permanent

Budget (1973 est.): \$2,020,790

(This expenditure is covered by a municipal contribution of \$1,483,310 and by the Department's own revenues).

3.4.3 Cemetery Department

Staff: 17 permanent - 40 temporary

Budget (1973 est.): \$751,980

(This expenditure is covered by the Department's revenues and a municipal contribution of \$342,560).

3.4.4 Dundurn Castle

Staff: 13 employees

Budget (1973 est.): \$213,750

3.5 Departments reporting to the Planning and Development Committee

3.5.1 Community Development Department

Duties: The Department is responsible for the implementation of three urban renewal projects (Lloyd Jackson Square, North End and York Street projects), the preparation of the building inspection by-law, and liaison between the City and the Ontario Housing Corporation (homes for the aged and low-rental housing).

Staff: 11 employees including one engineer for development proposals, three housing inspectors and one community worker.

Budget (1973 est.): \$106,400

(This expenditure actually totals \$232,970 but \$126,570 is recovered from provincial and federal subsidies).

3.5.2 Building Department

Duties: The Department has a responsibility to inspect buildings and ensure that they are in conformity with the Municipal Building Regulations.

Staff: 55 employees

Budget (1973 est.): \$576,580

3.6 Departments reporting to the Legislation, Fire and License Committee

3.6.1 Fire Department

Staff: 418 employees

Budget (1973 est.): \$5,730,710

3.6.2 Civic Airport Department

Duties: The Department operates the municipal airport which is owned by the Government of Canada.

Staff: 7 employees

Budget (1973 est.): \$216,150

3.7 Coordinating structures

Through its control over financial administration and personnel policies for each department, the Board of Control performs a role of coordination and supervision over the 22 departments of the City. The Board of Control is assisted in its task of coordinating by six committees already described (see section B, point 2.5.4).

In addition to those 6 committees, two administrative committees have been established:

a) Administrative Committee:

Composition: Director of Traffic
 City Treasurer
 City Engineer
 Building Commissioner
 Director of Real Estate
 Secretary of Board of Control
 Deputy City Clerk

Meetings: Not yet established but probably once a week.

Functions: To report, co-ordinate and recommend to Board of Control on technical and administrative matters pertaining to civic administration.

The Management Information System Technical Committee will report through this Committee.

b) The Management Information System Technical Committee:

Composed of six technicians from different departments, coordinates the utilization of data processing equipment in the City administration. The Committee reports to the Administrative Committee (described above).

In addition, there is an informal ad hoc committee of thirty Heads and Deputy-Heads of Departments which meets monthly.

4 Independent Boards and Commissions

See Table 9 for a list of Officials.

4.1 A Board with elected representatives: The Board of Education of the City of Hamilton

The Board is composed of 16 elected representatives and an elected chairman. The Board meets once each month, on the second Thursday. In addition, four persons are elected as Separate School Trustees and are part of the Board.

The Board administers elementary, secondary and vocational schools with a staff of 2,678 teachers and 1,032 administrative and maintenance employees. (1971 figures)

The total estimated expenditures for 1973 is \$58,229,508 covered by regular education levy and provincial grants (\$26,154,789 provincial grant in 1973).

4.2 Other Boards (members of which are appointed)

4.2.1 Hydro-Electric Commission

Composition: The Commission is composed of three members appointed by the Lieutenant-Governor-in-Council of Ontario.

Duties: To operate the hydro-electric power plant and distribution for the City of Hamilton.

The Commission functions autonomously without any City subsidy.

4.2.2 Hamilton Transit Commission

Composition: The Commission is composed of five members appointed by the City Council.

Duties: The Commission owns and operates the Hamilton Street Railway Company and the Canada Coach Lines Company which provide public transportation for the City of Hamilton and surrounding areas.

The City pays for the deficit of Canada Coach Lines Company (\$200,000 estimated in 1973) and gives subsidies to Hamilton Street Railway Company for fare stabilization payment and special rates (\$3,032,020 in 1973).

The Hamilton Transit Commission is discussed below in Part II B, Urban Transportation.

4.2.3 Parking Authority

Composition: The Authority is composed of four members appointed by the Council.

Duties: To own and operate public parking areas in the City.

The expenditure estimate for 1973 is \$866,080 all covered by the revenues of the Authority.

4.2.4 Hamilton Economic Development Commission

Composition: The Commission is composed of 11 members appointed by the Council including, from the Council, three members, the Mayor, one controller and one alderman; three members from the Chamber of Commerce; three members from the Canadian Manufacturer Association (Hamilton section); one member from Hamilton Harbour Commission; and, one from the Hamilton Labour District. Meetings are held once a month.

Duties: To acquire lands for industrial purposes and ensure the adequacy of serviced lands to meet specific requirements; to maintain in proper proportion zoning objectives of all industrial lands; to make special economic studies and promote positive aspects of the City to the business community.

The Commission has 5 employees including a General Manager, an Executive Assistant and a Business Development Manager.

4.2.5 Royal Botanical Garden Board

Composition: The Board is composed of 19 members, including the Mayor, one controller and one alderman, plus six other members appointed by the Council; three members appointed by surrounding municipalities; two members appointed by the Ontario Government and five other members appointed by the Board itself.

In addition, a Board of 12 Honorary Members has been appointed.

Duties: To operate the Royal Botanical Garden.

Staff and Budget: 18 employees (not including wage-earners employed for maintenance operation).

The 1973 estimated expenditure is \$1,189,980 equally covered by the Board's own revenues and regular provincial and municipal subsidies.

4.2.6 Hamilton Public Library Board

Composition: The Board is composed of nine members appointed by the City Council. The Board meets once each month on the third Tuesday.

Duties: To operate public libraries in the City.

The 1973 estimated expenditure is \$2,351,400 covered mostly by a municipal grant of \$1,779,010.

4.2.7 Hamilton Housing Company Limited

Composition: The Company is composed of five members appointed by the Council including one controller and one alderman. They meet at the call of the Chairman.

Duties: The Housing Company is a limited dividend corporation. It manages four buildings for senior citizens which were built by the Ontario Housing Corporation.

4.2.8 The Hamilton Performing Arts Corporation

Composition: The Corporation is composed of seven members appointed by the Council, including one controller and one alderman. They meet at the call of the Chairman.

Duties: To operate Hamilton Place.

The Corporation has a total staff of 25 employees. The 1973 estimated expenditure is \$523,590 covered mainly by a municipal contribution of \$436,590.

4.2.9 Visitors and Convention Bureau

Composition: The Bureau is composed of six members; one controller, two aldermen and three representatives of the Chamber of Commerce.

Duties: To promote the visit of tourists, the holding of conventions and to conduct general publicity for the City.

In 1973 the City provided the Bureau with a grant of \$82,430.

4.2.10 Committee of Adjustment

A Committee of Adjustment has been re-appointed following creation of the Regional Municipality. The Committee will be responsible for approval of minor by-law variances within the City.

Table 9 List of Officials,
 Independant Boards and Commissions, February 1974

Board of Education

Chairman: Harvard J. McMillan
 Director: Dr. G.E. Price

Hamilton Economic Development Commission

Chairman: J.R. Barrett
 General Manager: J.H. Moore
 Business Development
 Manager: H.R. Smith

Hamilton Transit Commission

Chairman: T.A. Rice
 General Manager: F.A. Cooke

Parking Authority of the City of Hamilton

Chairman: D. Goldberg
 General Manager: W.G. Cottrell

Royal Botanical Garden Board

Chairman: C.E. Amy
 Director: Dr. L. Laking

Hamilton Public Library Board

Chairman: V.K. Copps
 Librarian: C.E. Brisbin

Hydro-Electric Power Commission

Chairman: J.E. McLean
 Secretary and General
 Manager: J.W. Hammond

Visitors and Convention Bureau

Manager: W.V. Cockman

Hamilton Housing Company Limited

Chairman: G.S. Chandler
 Secretary: G.W. McMillan

Hamilton Performing Arts Corporation

Chairman: B.W. Gillespie
 General Manager: G. Mac Pherson

In addition, Council makes appointments to:

Board of Governors of Mohawk College
 Canadian Football Hall of Fame Management Committee
 Court of Revision

II Political and administrative structures and urban development

The description of structures outlined in Part I indicates that the administrative and political structures of the Hamilton area are not yet fully organized. The patterns of communication and the various interrelationships which can usually be easily identified with reference to the urban land use planning process have not yet developed in the Hamilton area.

In addition, there have recently been a number of changes in the Provincial Legislation relating to planning at the municipal and regional levels. These modifications to planning and municipal laws have complicated a situation where new processes are just now emerging.

The following analysis looks at the land use planning process in the Hamilton-Wentworth Region and in the City of Hamilton. The process within the City is described in some detail as it is a process that has been used for some time. With regard to the Regional Municipality, the process is less clear.

Following this description of the urban land use planning in the Hamilton area, a section is devoted to the study of the administrative and political structures involved in urban transportation in the same area.

A Urban land use planning

1 Local structures - City of Hamilton

The Official Plan of the Hamilton Planning Area was approved by City Council on April 10, 1951 and approved by the Minister of Planning and Development on June 12, 1951. The Official Plan has been amended since then. One of its major amendments is referred to as Amendment #228. Official Plan Amendment #228 sets out specific standards for land use, planning units and residential densities, sewer and water services, major roads, and staging of development in two areas of greatest potential growth in the City of Hamilton.

Besides the Official Plan and its amendments, the City of Hamilton has drafted, and is still in the process of drafting, neighborhood or secondary plans for the 118 neighborhoods into which the City has been divided. The result of this undertaking would be a whole series of guide plans for the development of undeveloped areas as well as for the redevelopment and land use modification of developed areas.

The following description looks at processes dealing with these neighborhood plans, subdivision plans, by-law amendments and official plan amendments. It describes the various structures intervening in the whole process of land use planning in the City of Hamilton. The reader must keep in mind the fact that the Regional Government has only been recently established. Accordingly, the description contained herein is tentative and subject to change.

1.1 Planning and Development Committee

1.1.1 General

See Part I B 2.4.2 for a description of the Committee.

1.1.2 Zoning by-laws

City Council is responsible for approval of all zoning by-laws and by-law amendments. Council has established a standing committee for

Planning and development matters which receives a preliminary report from the planning staff on a proposed zoning by-law or amendment. The reader should note that the Hamilton Planning Department is being integrated with the former County of Wentworth Planning Department to form a Hamilton-Wentworth Regional Planning Department.

The Committee receives reports from the planning staff, the Building Department and the Community Development Department. The Committee may decide to hold a public meeting concerning the proposed by-law or by-law amendment, and if it does, will notify all property owners within four hundred feet of the area or site affected by the by-law. The Committee will also circulate the application to all City Departments for comments. The final decision belongs to Council.

Where a development involves multiple dwellings, a Site Plan must also be approved. As it is the case for a zoning by-law amendment proper, the proposal for such a Site Plan is circulated by the Committee to the various city departments and to residents within four hundred feet of the proposed development site. The final decision belongs to Council, as it does in all planning matters. The Committee has no approval authority of its own but may recommend a course of action to Council.

1.1.3 Subdivision Plans

A developer's draft subdivision plan is sent to the Ministry of Housing. (In the future, such a draft subdivision plan will be sent to the Regional Government for approval.) After a review by the Ministry of Housing, the proposed subdivision plan is received by the City and circulated by the Committee on Planning and Development to the various departments involved for technical reports and recommendations. It is expected that the Regional Planning Department will eventually perform this function. The report of the Committee is sent to Council and to the Ministry for approval.

It has to be noted that a subdivision plan may be processed only after a neighborhood plan has been established in an undeveloped area pursuant to the Official Plan Amendment #228.

1.1.4 Neighborhood Plans (The concept of neighborhood plan is described below)

Once a Neighborhood Plan is decided upon by the Neighborhood Citizen Committee (see below), it is sent to the Committee on Planning and Development for comments before reaching the Council for approval.

1.2 Hamilton Planning Department

1.2.1 General

See Regional Municipality of Hamilton-Wentworth, Part I A 3.3.2, for a description of the Department of Planning and Development as it will be organized in the future at the regional level.

It is tentatively proposed that after the integration of the Hamilton Planning Department with the County of Wentworth Planning Department to form a Hamilton-Wentworth Regional Planning Department, a Hamilton Planning Division which will be responsible for local planning in the City of Hamilton will be formed within the new department. This responsibility will be shared with other divisions within the new Regional Planning Department. In the meantime, the Hamilton Planning Department (which has not been described in Part I due to the above-mentioned circumstances) performs the following functions.

1.2.2 Zoning by-laws

The Hamilton Planning Department presently comments on any zoning by-laws or amendments to zoning by-laws.

1.2.3 Subdivision plans

The Development Division of the new Regional Planning Department will comment on any subdivision plans that are sent to the City of Hamilton by the Ministry of Housing. Presently, such plans are commented on by the Hamilton Planning Department.

1.2.4 Neighborhood plans

Neighborhood plans in undeveloped as well as in developed areas in the City of Hamilton are now the responsibility of the Hamilton Planning Department.

The City of Hamilton is divided into 118 basic planning units called Neighborhoods, each with an area of about 250 acres. These units of which about half are undeveloped are bounded by the arterial road grid, topographic features and the City's political boundaries.

Neighborhood plans, once approved by Council, become City policy and serve as guides for development and redevelopment within the City.

In undeveloped areas, Official Plan Amendment #228, a City by-law, sets out maximum densities, minimum park sites, major roads and approximate location and extent of principle land uses. Private development, once an undeveloped area is serviced by water and sewers, is guided by by-law #228. The by-law also defines residential, commercial, industrial and recreational land uses. Official Plan Amendment #228 does not set any time limit for development of an area.

1.2.5 Official Plan

The Hamilton Planning Department has been responsible for drafting of the Official Plan which was adopted in 1951.

Since then, any amendments to this Official Plan have had to be commented upon by the Hamilton Planning Department, and will continue to be commented upon by the proposed Hamilton Planning Division of the new Regional Planning Department.

1.3 Neighborhood Citizens' Committees

1.3.1 General

The process of land use planning currently involves Neighborhood Citizens' Committees in the preparation of neighborhood plans. Citizens may also be consulted in zoning by-law matters.

1.3.2 Neighborhood plans

The neighborhood plan concept involves the participation of Neighborhood Citizens' Committees composed of approximately a dozen people usually including a minister, a teacher, two or three local businessmen, the remainder being private citizens.

The Neighborhood Citizens' Committees play two basic roles in the process of formulating a neighborhood plan. They first help to clarify the results of a questionnaire that has been circulated by the Hamilton Planning Department, in the neighborhood. They also meet regularly with planning and other technical staff, usually six to ten times, to discuss, criticize and make planning proposals.

At the termination of these meetings, a guide plan is approved. This guide plan is circulated among City departments for comment. Before reaching City and Regional Council for final approval, any modifications suggested to the original proposed plan have to be checked again with the Neighborhood Citizens' Committees.

1.4 City Council

Under the Act which established the Hamilton-Wentworth region, the Council of the City of Hamilton assumes all the powers of a local planning board (under s. 35 of the Planning Act).

1.4.1 Zoning by-laws

City Council is responsible for approval of all zoning by-laws and by-law amendments. Council considers the by-law on the basis of objections received from property owners and others. If approved by Council, the by-law or amendment will be sent to the Regional Planning Department to insure consistency with the Regional Official Plan (when the Regional Official Plan is completed) and then to the Regional Council if there are objections. The by-law or amendment then goes to the Ontario Municipal Board.

1.4.2 Subdivision plans

After having received an application for a subdivision plan, the Ministry of Housing sends the proposed subdivision plan to the Regional Planning Department and to the City. City Council (as well as Regional Council) will make a decision on the plan before the developer prepares detailed engineering plans and cost schedules.

The final subdivision plan is sent to the Ministry of Housing together with a letter of clearance from the City indicating satisfaction with the plan.

After approval from the Ministry of Housing, the developer will begin servicing and dividing lots. Buildings permits and necessary Site Plan approvals are obtained by builders from the City.

1.4.3 Neighborhood plans

When a neighborhood plan has been approved by the Neighborhood Citizens' Committee and the Hamilton Planning Department, it goes to the Committee on Planning and Development and then to Council. Council ensures that the proposed neighborhood plan is circulated among residents of the area involved and among City departments and generally holds a public meeting to consider objections to the proposed plan.

A final draft of the neighborhood plan is then adopted and becomes official City Policy. Recommendations of the neighborhood plan may result in Official Plan or Zoning by-law amendments where required.

1.5 Community Development Department

1.5.1 General

See Part I B 3.5.1 for a description of the Community Development Department of the City of Hamilton.

1.5.2 Activities in the area of land use planning

The Department is responsible for providing advice and information to area residents concerning rehabilitation and improvement of buildings. The Department will also have responsibility for enforcement of a Building Standards By-law, when it is passed. At present, only three designated redevelopment areas (Lloyd Jackson Square, North End and York Street Projects) are covered by such a by-law.

The Community Development Department has only recently been established, as priorities for urban renewal schemes sponsored by the federal and provincial governments changed. The Department has only a small staff and very limited budget. It is not as yet significantly involved in the urban planning process in the Hamilton area.

1.6 Other City departments

The remaining City departments, especially the Engineering Department, the Traffic Department, the Recreation Department and the Parks Department, are consulted at various points in the planning process as a matter of course, when necessary. The functions of the Engineering Department will shortly be assumed by the Regional Engineering Services Department.

1.7 Administrative (technical) Committee

1.7.1 General

See Part I B 3.8 for a description of the Administrative Committee which assists the Board of Control in dealing with technical matters.

1.7.2 Activities in the area of land use planning

The Administrative Committee has been created to comment on and co-ordinate activities and requests by Council and Committees. It will be involved in the circulation of draft by-laws and subdivision plans to ensure that each department comments upon such documents and that all problems or difficulties pertaining to such documents are received by the technical staff of the City.

1.8 Hamilton Economic Development Commission

The HEDC is involved in the promotion of industrial development within the City. For that purpose it owns and manages substantial parcels of land that are zoned industrial. Like any other developer, HEDC is required to conform to the Official Plan in any developments it might promote.

2 Local structures - area municipalities of Dundas, Ancaster, Flamborough, Glanbrook, Stoney Creek

2.1 Area councils

Under the terms of the Act which established the Hamilton-Wentworth Regional Municipality, the area councils assume all the powers of local planning boards. Thus they are responsible for approval of local by-laws and local official plans as well as subdivision plans, which must conform to the Regional Official Plan, when it is available, and at present be approved by the Ministry of Housing.

2.2 Planning structures

In the past, the area municipalities of the former County of Wentworth obtained planning advices and services from the Hamilton-Wentworth Planning Area Board. The staff of the Board along with the staff of the City of Hamilton Planning Department will form the Regional Planning Department under a Regional Commissioner of Planning. The area municipalities may continue to obtain planning services from this planning body. A final decision concerning provision of planning services to local municipalities has not been made. If the Regional Department does provide such services, local councils will still retain authority over local planning functions.

2.3 Area departments

Departments of area municipalities are required to comment on applications for local and regional zoning by-laws, official plan amendments and subdivision plans.

3 Regional structures

Since the Regional Municipality of Hamilton-Wentworth has only recently been established, the following description is tenuous. Urban land use planning processes will likely develop more clearly in the future.

3.1 Regional Planning and Development Department

3.1.1 General

The Regional Department is described in Part I A 3.3.2, along with other departments of the Regional Municipality of Hamilton-Wentworth.

The following description of the activities of the Regional Planning and Development Department is based on the assumption that the Region will perform planning for all the area municipalities. This is very tentative and has yet to be ratified by Regional Council or the area municipalities. The accompanying organization chart (see Figure 5) is equally tentative.

3.1.2 Zoning by-laws

Assuming that the area municipalities and the Region decide to have the Regional Planning Department do all planning, then applications for zoning by-law amendments for local municipalities will be handled by the Development Division. They are initiated at the local level by area councils involved and will be referred to the Regional Planning Department for circulation and preparation of technical reports. The Department will then report to the local Council with recommendations concerning the by-law amendment application.

3.1.3 Subdivision plans

The Regional Development Division will be involved in the circulation of applications for subdivision plan approvals, to the various local and regional departments. Such plans must be in conformity with local

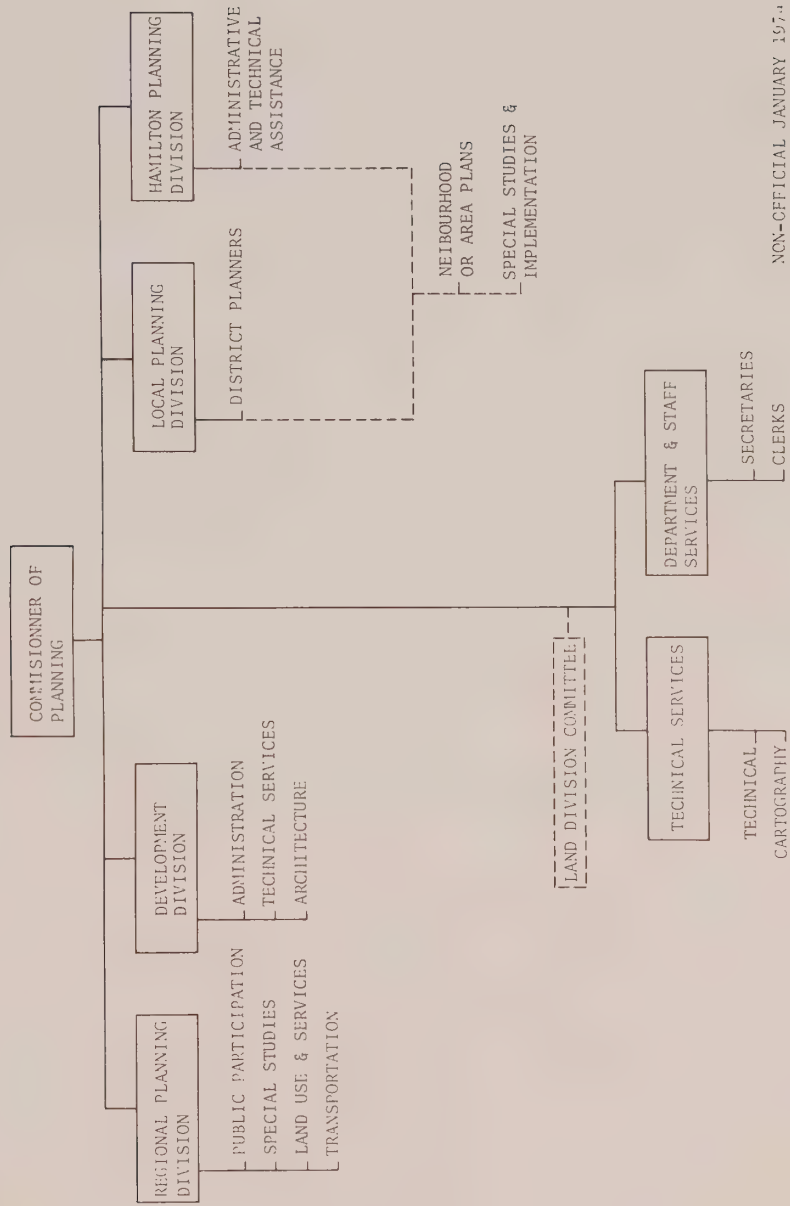


FIGURE 5 PROPOSED ORGANIZATION CHART OF THE PLANNING AND DEVELOPMENT DEPARTMENT OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

as well as overall Regional planning and the Regional Official Plan (when it is completed). Approval of such plans is presently a responsibility of the Ministry of Housing. However, authority for approval will be shifted to the region.

3.1.4 Regional and Local Official Plans

Within the tentative organizational structure of the new Regional Planning Department, the Regional Planning Division will be responsible for the preparation of a Regional Official Plan. Local Official Plans must conform with the Regional Official Plan when it is completed and adopted. Local Official Plan amendments will be drafted at the regional level by the Local Planning Division and sent to local councils for approval. Once a local council approves an official plan amendment, it is sent to the Minister of Housing who asks the Regional Planning Department to comment.

The Local Planning Division will employ district planners to work with local councils and to provide advice on local planning functions.

3.1.5 Land Division Committee

Although separately established and appointed by Regional Council, the Land Division Committee will work closely with the staff of the Planning Department to ensure that decisions of the Committee are consistent with overall regional planning policy.

3.1.6 Hamilton Planning Division

If the organizational structure tentatively proposed is adopted, then the Hamilton Planning Division will concern itself with local planning in the City of Hamilton. The Division will work closely with other divisions in the Regional Planning Department. Development will be primarily the responsibility of the Development Division.

The Hamilton Division will have authority for local official plan amendments and the Neighborhood plans.

3.2 Co-ordinating structures

The regional co-ordinator will be responsible for overall co-ordination of administration, including the Planning Department.

3.3 Planning and Development Committee

3.3.1 General

The Planning and Development Committee of the Council of the Regional Municipality of Hamilton-Wentworth is described in Part I A 2.3.

3.3.2 Functions relating to urban land use planning

The Committee receives comments and reports from the Planning Department and will likely exercise power of review of Planning Department reports before such reports are presented for consideration of Regional Council. The Committee will be concerned with subdivision plans, the Official Plan for the region, the budget of the Planning Department, and will advise Regional Council on zoning by-laws and official plan amendments.

3.4 Regional Council

3.4.1 General

The Regional Council of the Regional Municipality of Hamilton-Wentworth is described in Part I A 2.2.

3.4.2 Functions relating to urban land use planning

The Regional Council has a number of responsibilities relating to urban land use planning. The most important is to investigate and survey physical, social and economic conditions in relation to the development of the Hamilton-Wentworth Planning Area. The Council is also to prepare a Regional Official Plan by December 31st, 1976, to which all local plans must conform. Council is empowered to delegate authority for the preparation of the Official Plan to a Committee of Council.

3.5 Hamilton Region Conservation Authority

3.5.1 General

The Hamilton Region Conservation Authority is described in Part I A 4.3.

3.5.2 Functions relating to urban land use planning

The Conservation Authority is involved in urban land use planning insofar as such planning affects lands under its control. The Authority is also involved in the land use study of the Hamilton Harbour area now under a special City Holding By-law which limits development in the area. A specific land use will be determined for the area by the Conservation Authority study.

3.6 Niagara Escarpment Commission

The Commission was only recently established under provincial legislation to plan and develop the area of the Niagara Escarpment. The Commission is composed of 17 members appointed by the Lieutenant-Governor-in-Council. Specifically, the Niagara Escarpment Commission must establish and prepare the Niagara Escarpment Plan in consultation with various provincial and municipal bodies. The Plan, which will supercede all existing plans for the area involved, will protect the ecology of the area, provide opportunities for outdoor recreation, maintain open landscape, provide public access to the Escarpment and provide for compatible development of the area. The nature of interrelationships between the Escarpment Commission and the Hamilton-Wentworth Region remain unclear. The Region will have a representative on the Commission.

4 Provincial structures

4.1 Ministry of Treasury, Economics and Intergovernmental Affairs

4.1.1 General

The Ministry was created in April, 1972, from elements of several provincial departments, boards and commissions. (See Figure 6, organization chart.)

Effective January, 1974, some of the responsibilities of the Ministry were moved to the newly created Ministry of Housing.

4.1.2 Functions

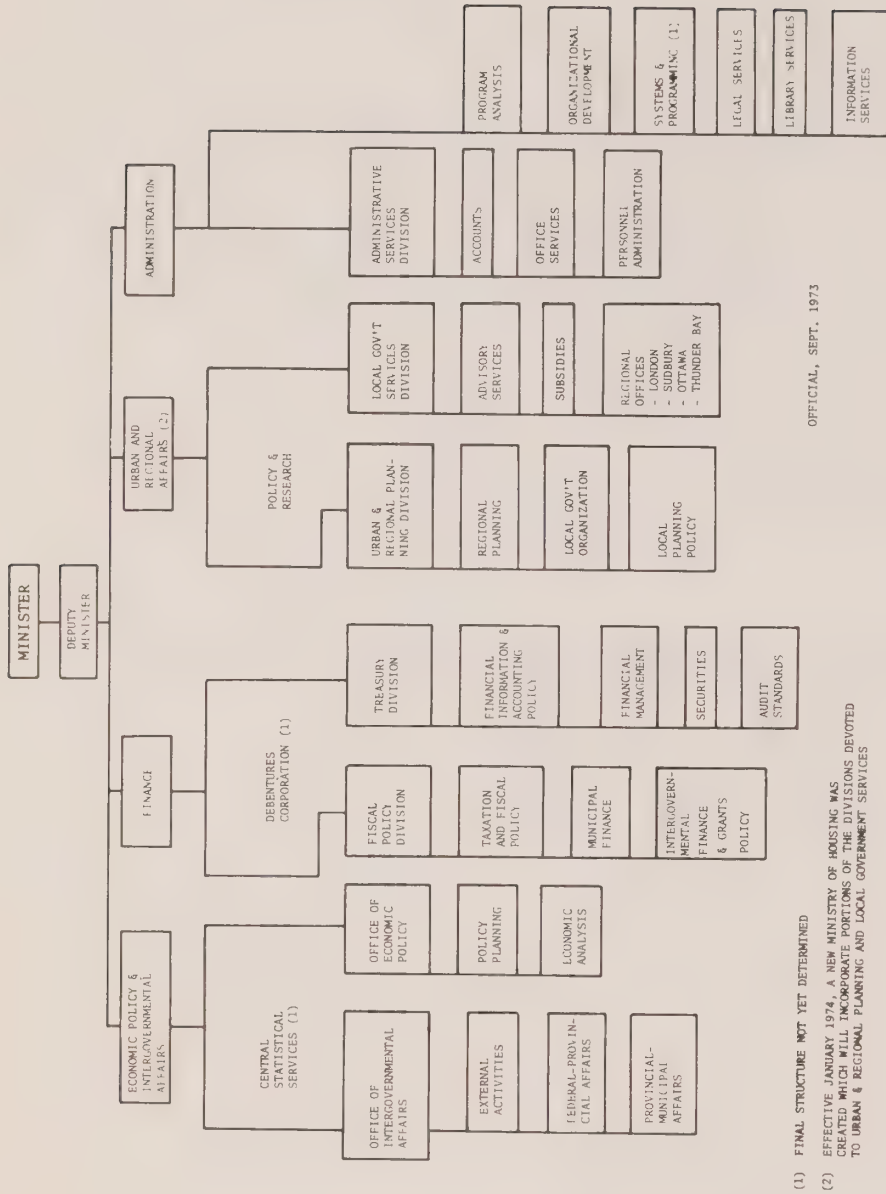
The Ministry has three principal functions:

- 1) to recommend fiscal, economic, regional and inter-governmental policies;
- 2) to provide advice ensuring consistency among these policies and programs proposed in the above policy fields;
- 3) to ensure consistency and co-operation among municipal, regional, provincial, federal and international programs relating to Ontario.

The Ministry incorporates the old Department of Municipal Affairs and assumes responsibility for local government organization, municipal finance and municipal legislation.

4.1.3 Functions relative to urban land use planning

The Ministry is responsible for overall planning and broad based land use policies covered by the Ontario Planning and Development Act (Bill 128, June, 1973), the Parkway Belt Planning and Development Act (Bill 130, June, 1973), the Niagara Escarpment Planning and Development Act (Bill 129, June, 1973), the Planning Act (sections 2, 3, 5, 8 and 44b) and the Municipal Act.



(1) FINAL STRUCTURE NOT YET DETERMINED

(2) EFFECTIVE JANUARY 1974, A NEW MINISTRY OF HOUSING WAS CREATED WHICH WILL INCORPORATE FUNCTIONS OF THE DIVISIONS DEVOTED TO URBAN & REGIONAL PLANNING AND LOCAL GOVERNMENT SERVICES

OFFICIAL, SEPT. 1973

FIGURE 6 ORGANIZATION CHART OF THE MINISTRY OF TREASURY, ECONOMICS AND INTERGOVERNMENTAL AFFAIRS OF ONTARIO

4.1.3.1 Local Government Organization Branch

Concerned with design and review of proposals for review of local government structures, this Branch also sets and defines responsibilities and policy options of municipalities.

4.1.3.2 Provincial-Municipal Affairs Branch

Involved in the overall maintenance of relations between municipalities and the provincial government, this Branch provides staff support to the Provincial-Municipal Liaison Committee and is involved in the organization of conferences involving municipalities and the federal government. It also serves as a clearing house for questions raised by the municipalities.

4.1.3.3 Provincial-Municipal Liaison Committee

The Provincial-Municipal Liaison Committee was established to provide ongoing liaison between municipal organizations and the provincial Ministry of Treasury, Economics and Intergovernmental Affairs. When matters discussed involve other departments, these departments are asked to be represented at Committee meetings.

In general, the Provincial-Municipal Liaison Committee meets once a month to discuss matters of general concern to a large number of Ontario municipalities. Every third meeting of the Provincial-Municipal Liaison Committee involves the federal government and is therefore a Federal-Provincial-Municipal Liaison Committee. Usually, the federal Ministry of Urban Affairs is represented at such meetings.

4.1.3.4 Municipal Finance Branch

This Branch deals with provincial municipal tax programs, financial arrangements for restructured local governments and financial capabilities of municipalities in terms of property taxes, revenues and debt operations. It is currently involved in a program to equalize and standardize assessment and assessment procedures across Ontario.

4.1.3.5 Regional Planning Branch

Involved in the co-ordination of planning in the province as a whole, this Branch is consulted by regional and local government when drafting official plans.

In addition to the above-mentioned services, the Ministry supplies staff support on request to the Ontario Municipal Board (discussed below).

4.2 Ministry of Housing

4.2.1 General

The Ministry of Housing Act was given Royal Assent on October 30, 1973. Staff and program responsibilities which were transferred to the new Ministry included, the Ontario Housing Corporation and the Plans Administration Branch, the redevelopment section of the Project Development Groups and the North Pickering Project, the latter three from the Ministry of Treasury, Economics and Intergovernmental Affairs.

4.2.2 Functions

The new Ministry assumes responsibility for land use and local planning in most areas including approval of local Official Plans and amendments and approval of subdivision plans.

4.2.3 Functions relative to urban land use planning

The Ministry assumes responsibility for approval of Official Plans, subdivision plans, official plan amendments and zoning by-law amendments, a function previously under the Ministry of Treasury, Economics and Intergovernmental Affairs.

With the exception of sections 2, 3, 5 and 8 of the Planning Act which are the responsibility of T.E.I.G.A., the new Ministry assumes responsibility for overall administration of the Planning Act.

The Ministry may delegate approval powers under the Planning Act (s.44b) to municipalities where both the Ministers of Housing and T.E.I.G.A. agree. Such delegation can be conditional and is currently to be extended primarily to regional municipal governments. The Ministry is also establishing a policy of deconcentration of decision-making and expects to have regional offices in Toronto, London, Sudbury, Ottawa and Thunder Bay to deal with matters under the Planning Act.

4.3 Other provincial departments

Most other provincial departments are consulted in matters such as official plan and subdivision approvals but play only an indirect role in the Urban Planning process. The exception is the Ministry of Transportation and Communication which is discussed below in Part B, Urban transportation.

4.4 Ontario Municipal Board

4.4.1 General

The role and functions of the Board are described under the Ontario Municipal Board Act (R.S.O. 1970, Chap. 323).

Originally established in 1906 as the Ontario Railway and Municipal Board, its role and authority were gradually expanded through various legislation until it became the Ontario Municipal Board, in 1932.

4.4.2 Legal status

It is an administrative tribunal empowered to hold hearings, make findings of fact and apply provincial policy on a wide variety of municipal matters. It has the power of a court in that it has the authority to interpret law and apply policy for the good of residents of Ontario. As an example of this, the Board in 1953 was not satisfied with proposals offered in regard to a reorganization of the Metro Toronto area and as a result it presented its own proposal for a Metropolitan Federation which was accepted by the provincial government.

4.4.3 Procedures

The Board adheres to strict courtroom procedures in its hearings but has the flexibility to set its own general rules of conduct. It has extensive powers to examine, inspect and discover documents relative to cases under study.

4.4.4 Membership

Originally, the Board consisted of three members but now there are seventeen appointed by the Lieutenant-Governor-in-Council who hold office at pleasure. While there are no special requirements in law to be appointed, the Chairman usually has a legal background while other members have professional training which complements that of the Chairman. Members are prohibited from holding interests in railways, public utilities or any company which holds such interests, and in any municipal corporation.

4.4.5 Functions and duties

The Ontario Municipal Board has four major functions:

- a) approval of capital expenditures by municipalities;
- b) assessment appeals;
- c) approval of matters under the Planning Act;
- d) municipal boundary revisions.

4.4.6 Functions with regard to urban land use planning

In particular, with reference to the Planning Act (R.S.O. 1970, Chap. 349), the Ontario Municipal Board must approve zoning by-laws (s. 35 of the Act), Committee of Adjustment appeals (s. 42), official plans and amendments, and subdivision plans upon referral by the Minister (s. 15, 17 and 35 of the Act).

Where objections are voiced, when it is in the course of considering a zoning by-law or official plan amendment, the Ontario Municipal Board is required to conduct a public hearing. Appeals to decisions of the Board may be made on questions of jurisdiction to the Ontario Court of Appeal, and on other matters, to the Lieutenant-Governor-in-Council. Under s. 94 of the Act, the Lieutenant-Governor-in-Council may:

- a) confirm, vary or rescind the whole or any part of such order or decision; and
- b) require the Board to hold a new public hearing of the whole or any part of the application to the Board upon which such order or decision of the Board was made.

5 Federal structures

Although municipalities are the sole concern of the Provinces under the B.N.A. Act, the federal government has been increasingly involved in urban affairs in a more or less indirect fashion for many years. For the most part, this involvement has been in the form of grant schemes and research support usually channelled through provincial structures. None the less, some federal structures should be mentioned with reference to urban land use planning.

The Ministry of State for Urban Affairs could be used as an example.

The Ministry is involved through various research programs it has evolved, through the work of its Regional Co-ordinators and through the Central Mortgage and Housing Corporation which provides financing for a large number of municipal housing related projects each year.

Other examples would involve the Ministry of Transport and various federal bodies which manage land owned by the Canadian Government in the Hamilton area.

B Urban transportation

It is the intent of this section of our study to outline in some detail the interaction of those structures described in the first section in the area of urban transportation. Urban transportation as an issue area refers to policies, plans and operations of structures and systems concerned with the movement of people and vehicles within the urban community. Such things as public transit systems, road systems and commuter railways are included under the definition of urban transportation facilities.

The following analysis proceeds on the same basis as the study of urban land use planning. Structures, beginning at the local level, are analyzed with regard to their import for urban transportation. The analysis is neither exclusive nor exhaustive but endeavours to provide a reasonably comprehensive overview of urban transportation structures within the Hamilton-Wentworth area.

As with urban land use planning, the process through which urban transportation policy is evolving is not clearly defined. The Hamilton-Wentworth Regional Government has only recently been established and the internal organization of the new Government is not complete.

Urban transportation

1 Local structures - City of Hamilton

1.1 Traffic Department

Responsibility for street design, traffic control and traffic control devices within the city was originally a City function. Operational control in this area remains with the City of Hamilton while the Regional Government assumes responsibility for setting specifications and standards and, generally, for co-ordinating traffic control in the Regional Municipality.

Parking Control and Regulation within the City continue to be a function of the City of Hamilton, this responsibility falling to the Traffic Department. The Traffic Department also maintains a close liaison with the Engineering Department, Planning Department (both of which will be Regional bodies) and with the Hamilton Transit Commission with regard to overall transportation within the City.

1.2 Hamilton Transit Commission

1.2.1 General

The Commission is described in detail in Part I B 4.2.2.

The Commission oversees the operations of the Hamilton Street Railway and its wholly owned subsidiaries, Canada Coach Lines Ltd. and Safety Services and Adjusters Ltd.

The Hamilton Street Railway Company was first incorporated as a private company in 1873. In 1946 it was purchased by Francis Farwell owner of Canada Coach Lines Ltd. In 1955 Canada Coach lines was sold to the Hamilton Street Railway Company by Farwell who continued to operate both.

In 1960, the Hamilton Street Railway Company and its subsidiaries were sold to the City of Hamilton pursuant to the City of Hamilton Act and an Ontario Municipal Board ruling which stipulated the nature of the sale. The Hamilton Street Railway Company was to be operated by an independent Commission and without cost to the taxpayers of the City. Thus the Hamilton Transit Commission was created, with Francis Farwell as its Chairman.

1.2.2 Structure

The Hamilton Transit Commission is a body corporate whose members must be residents of the area, nominated by Council on the recommendation of the Board of Control, and cannot be recently defeated political candidates. They serve for three years and cannot be removed without a two-thirds vote of Council.

The Commission is currently composed of five members usually including the Mayor and the head of the Hamilton and District Labour Council. The Commissioners are also the members of the Board of Directors of the Hamilton Street Railway Company and its subsidiaries.

1.2.3 Finances

Although originally required to operate as a self-sustaining body, the Hamilton Transit Commission may now receive subsidies under new legislation which permits the Commission to maintain reasonable user rates. Any surplus or profit is returned to the City or held in trust against future deficits, or capital investments.

1.2.4 Relations with the City of Hamilton

The Commission staff regularly attend meetings involving transit and transportation in the City of Hamilton. As well, decisions regarding routes, bus stop locations and other changes in public transit are made in consultation with City bodies and require Council approval.

1.2.5 Research and planning

As it has been indicated, the Hamilton Transit Commission staff have in the past worked closely with the technical staff of the City in the planning of urban transportation. It is expected that this sort of close liaison will continue not only with the City departments but with regional departments as well.

The Commission has been involved in a number of transit and transportation studies over the years. Currently, the Hamilton Transit Study is being conducted in three parts by a private consultant firm. This study will look at various forms of public transit for the City including surface and underground facilities. A Dial-a-Ride Demonstration project is also being planned. This sort of research is being done in conjunction with the Ministry of Transportation and Communications.

1.2.6 Overview

The Hamilton Transit Commission is the largest single structure influencing public transportation in the Hamilton area. This influence will likely continue in the area in the future.

2 Local structures - area municipalities of Dundas, Ancaster, Flamborough, Glanbrook, Stoney Creek

2.1 Local Councils

Before the Regional Government was created, area municipalities were largely uninvolved in urban transportation policy. Their concerns were with minor road repair, traffic control and limited problems of traffic congestion. Most matters were resolved by the Ministry of Transportation and Communications or by advice from municipalities such as the City of Hamilton which were large enough to be able to afford a Traffic Department.

The Regional Government may enable area councils to be more influential in overall planning of transportation, but as yet no clearly defined patterns of involvement have emerged.

2.2 Local departments

By and large, the departments of local municipalities were too small to significantly influence urban transportation planning in the area. The former County of Wentworth was, however, very much involved in urban transportation.

3 Regional structures

3.1 Regional Council

S. 115 of the Regional Municipality of Hamilton-Wentworth Act gives the Region authority in establishing Public Transportation systems. In addition, the Region is also responsible for regional roads and traffic control devices. Exactly how the Regional Council will exercise its authority and what structures it will employ to prepare and implement urban transportation policy remain undefined at this writing.

Certainly, committees of Council will be involved in technical considerations of urban transportation systems. The Regional Co-ordinator will provide the focal point for co-ordination of planning and engineering at the regional level.

Consideration is also being given to the creating of a Regional Transportation Authority.

3.2 Regional Planning Department

The Regional Planning Division of the Planning Department will be responsible for overall transportation planning in Hamilton-Wentworth.

A Regional Transportation Plan will be developed as part of the Regional Official Plan.

4 Provincial structures

4.1 Ministry of Transportation and Communications

4.1.1 General

The Ministry has responsibility for general planning, research, co-ordination, specifications and implementation of transportation facilities in Ontario, in particular, the administration of the Highway Traffic Act.

Within the Ministry, responsibilities for various functions are dispersed among a large number of divisions (see Figure 7).

4.1.2 Role in urban transportation

The Ministry has a jurisdiction over transportation which covers the entire area of the province.

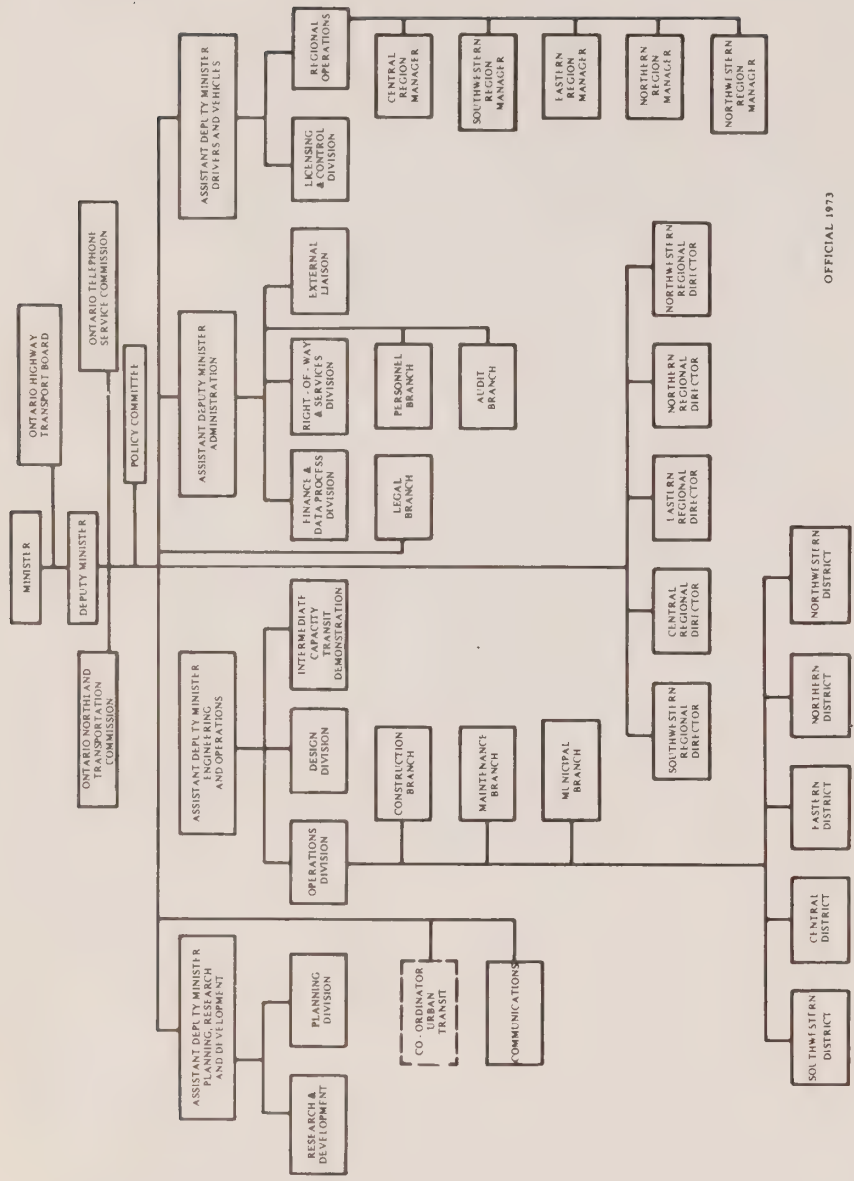
While provision and maintenance of roads and highways have been of primary importance, the Ministry has increasingly found itself involved in the development of other forms of transportation, notably urban rapid transit systems.

Much of this development is under the Planning Research and Development Division while the Engineering and Operations Division is involved in the more traditional function of highway design, standards and road specifications.

The Municipal Branch administers the municipal transportation assistance program and examines municipal construction proposals.

Operations by the Ministry involving highways are co-ordinated locally through district offices and area municipalities.

The involvement of the Ministry is significant in terms of its financial support of specific projects and construction.



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FIGURE 7 ONTARIO MINISTRY OF TRANSPORTATION AND COMMUNICATIONS ORGANIZATION CHART

4.2 Ontario Transportation Development Corporation

On June 22, 1973, Bill 144 (An Act to establish The Ontario Transportation Development Corporation) received Royal Assent. Under the terms of the Bill, the stated objectives of the Corporation were:

- a) to acquire, develop, adapt, use and license patents, inventions, designs, and systems for all or any part of transit systems related to public transportation and rights and interests therein of thereto;
- b) to encourage and assist in the creation, development and diversification of Canadian businesses, resources, properties and research facilities related to public transportation;
- c) to undertake the design, development, construction, testing, operation, manufacture and sale of all or any part of transit systems...;
- d) to test or operate and to provide services and facilities for all or any part of transit systems... and in connection therewith to build, establish, maintain and operate, in Ontario or elsewhere, alone or in conjunction with other, ... all services and facilities expedient or useful for such purposes, ...;
- e) to manufacture vehicles and control, propulsion and guideway systems... as the corporation may consider advisable and to acquire... the same and rights relating thereto, and to build, establish, construct, acquire, lease, maintain, operate sell or let all or any part of transit systems related public transportation in Ontario or elsewhere;
- f) to carry on any other trade or business that, in the opinion of the Board, can be carried on advantageously by the Corporation in connection with or as ancillary to the carrying out of the objects of the Corporation.

The new Corporation will attempt to assume much of the research and development work in the area of rapid transit systems now being done by the Ministry.

Because the new Corporation is only recently established, the nature and extent of its operations have yet to be determined.

4.3 Ontario Municipal Board

4.3.1 General

The O.M.B. has been described in some detail in the section of our report dealing with urban land use planning.

Its role with regard to municipal capital expenditures and Official Plan and by-law amendments has also been described in the section on urban land use planning and in the above description of urban transportation related structures.

4.3.2 Functions in urban transportation

The Board exercises its influence in two basic ways with regard to urban transportation.

First, when the City prepares its five year expenditure program, that program will include possible capital expenditures for urban transportation facilities. These expenditures will be examined by the O.M.B. which must approve them. Secondly, the annual capital expenditures must also be approved.

In the case of expenditures for urban transportation, or in the case of a request for approval for the issuing of debentures to finance such expenditures, the Board may take the opportunity to review the nature and purpose of such urban transportation facilities and to hold public hearings concerning them.

The Board's primary influence was its decision to permit the City of Hamilton Board of Control to negotiate purchase of the Hamilton Street Railway without submitting such a resolution to a vote of the electors. This is discussed above with reference to the Hamilton Transit Commission.

O.M.B. approval is also necessary for by-laws (local or regional) creating controlled access highways or closing municipal roads.

5 Federal structures

The federal government is not directly involved in the actual planning and construction of urban transportation facilities.

Many federal departments are involved in an indirect way and are consulted by local, regional and provincial bodies which are most involved in urban transportation.

5.1 Ministry of Transport

The Ministry is involved in various grants programs.

The Ministry is also involved with air transportation and the Hamilton Airport.

5.2 Canadian National Railways

The C.N.R. is involved with proposals calling for use of rail rights of way in the development of urban commuter and rapid transit systems (C.P.R. also involved), in particular, the "Go-urban" system.

Conclusion

This study of political and administrative structures in the Hamilton area has been descriptive and no attempt has been made toward political analysis.

Changes which are occurring in conjunction with the gradual organization of the Regional Municipality of Hamilton-Wentworth will soon make some of this description obsolete.

This monograph should therefore be considered in light of the structural changes occurring in the area, and in light of its descriptive perspective.

List of documents

The following is a list of documents used in the course of this research. Some were provided on a temporary basis but most are now available at the departmental library of the Ministry of State for Urban Affairs.

A Regional Municipality of Hamilton-Wentworth

- 1 A Report From the Chairman, Regional Municipality of Hamilton-Wentworth
- 2 Annual Report - 1972, Hamilton Region Conservation Authority
- 3 Council Agenda, Clerk's Department, Oct. 25, 1973
- 4 Proceedings of the Municipal Council of the County of Wentworth for the year 1972, County of Wentworth

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- 5 Agenda for Council, Clerk's Department, Dec. 18, 1973
- 6 Annual Report - 1970-71, Board of Education
- 7 City By-law No. 3 (amended), Clerk's Department
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- 9 City of Hamilton Sewage Treatment Plant,
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- 10 Council and Committee Meetings - 1973, City of Hamilton
- 11 Estimates for the year ending Dec. 31, 1973,
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- 12 Form and Administration of Local Government,
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- 13 Hamilton Skyline 1973, 1972, Hamilton Economic
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36. Statutes of Ontario
37. Subject to Approval : A Review of Municipal Planning in Ontario, Ontario Economic Council, 1972

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